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EVALUATION AFTER FOURTH AND FINAL YEAR

of the

BOSNIA I HERZEGOVINA

**STRATEGIES, TRAINING AND ADVOCACY FOR
RECONCILIATION PROJECT**

(KNOWN AS THE DELPHI/STAR PROJECT)

managed by Delphi International under

**Cooperative Agreement, EUR-A-94-00070-00
(formerly No EUR-0016-A-00-4070-00)**

originally part of the

**Trauma and Humanitarian Assistance for the Former Yugoslavia Project
(180-0016)**

sponsored by the United States Agency for International Development

September 1994 to December 1998

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DELPHI/STAR PROJECT BiH FINAL EVALUATION

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ABBREVIATIONS

B a B e	Be Active, Be Emancipated (Zagreb based women's human rights group)
BiH	Bosnia-Herzegovina
BOSPO	Bosnian Family (a Tuzla NGO)
Delphi/STAR	Strategic Training for Advocacy and Reconciliation - Delphi International Project
Federation	Federation of Bosnia-Herzegovina (a Bosniac-Croatian entity in BiH)
FRY	Federal Republic of Yugoslavia
HCA	Helsinki Citizen's Assembly (an INGO)
INGO	International Non-Governmental Organization
IPA	International Policy Advocacy
IPTF	International Police Task Force
IRC	International Rescue Committee
Macedonia	Former Yugoslav Republic of Macedonia
MEET	Micro-enterprise Enhancement and Empowerment Team Project
NGO	Non-Governmental Organization (refers to indigenous Croatian, Macedonian, and Bosnian organizations))
OD	organizational development
OHR	Office of the High Representative
OSCE	Organization of Security for the Council of Europe
RS	Republic of Srpska (Serbian entity of BiH)
UNHCR	United Nations High Commission for Refugees
US	United States of America
USAID	United States Agency for International Development
WHO	World Health Organization
YSS	Yugoslav Successor States

Executive Summary

USAID Project Cooperative Agreement 1994 -1998

The Strategies, Training and Advocacy for Reconciliation Project (Delphi/STAR), managed by Delphi International, was one of eight grantees under the Trauma and Humanitarian Assistance for the Former Yugoslavia Project sponsored by the United States Agency for International Development (USAID). The cooperative agreement for the project to work in Croatia, Bosnia-Herzegovina (BiH) and the Former Yugoslav Republic of Macedonia (Macedonia) was signed in September 1994 and scheduled for completion in October 1997. The BiH agreement was extended for one year and was completed on 18 December 1998.

The Delphi/STAR Bosnia-Herzegovina mission statement for year 4 was

"To foster women's participation in the development of civil society in Bosnia and Herzegovina and the Yugoslav Successor States through encouragement, technical assistance and financial support to non-nationalistic, advocacy-oriented women's NGOs and women leaders. The Delphi/STAR Project pursues this mission by building capacity in public policy advocacy, democratic leadership, sustainability and linkages."

This evaluation focused primarily on the last year of the BiH Delphi/STAR Project. The full evaluation of year 1 to 3 can be found in the "Final Evaluation of the Delphi/STAR Project" dated November 1997.

Delphi/STAR Project Strategy and Approach

Year 1 to 3, Delphi/STAR sought to identify and support groups outside of the Zenica-Tuzla-Sarajevo triangle in the Federation as well as groups in the Republic of Srpska (RS), which had relatively limited access to resources and support. The Project focused on developing opportunities for meeting, collaboration and reconciliation between RS and Federation based NGOs.

During year 4, Delphi/STAR focused on enhancing linkages among women's groups through supporting functional cooperation around advocacy issues, increasing support to more able groups who showed promise for creating a core of advocacy-able NGOs, and decreasing dependence on the Project by enriching NGOs' public access and influence. They continued to convene groups in both entities and sought to enhance the capacity of local resource trainer.

Organizational and Financial Sustainability

The unique contribution of the Delphi/STAR Project to the stability of the women's NGOs was the encouragement and essential support given to leaders, and through them to the groups, starting during the war. By starting capacity building activities during the war, partner NGOs had a head start at being prepared to carry forward the structural and programmatic transformation processes that were required to operate under the new funding conditions of the post war period.

Over the life of the Project, Delphi/STAR provided targeted, timely, flexible, need-responsive technical assistance, training and financial support to women's NGOs. This supported the development of a few women's NGOs in both entities whose members had the commitment and skills to influence the development of civil society. Project support was important in developing the confidence and skills of many leaders and in stabilizing and animating select NGOs.

Delphi/STAR was more flexible and responsive than other donors in the use of subgrant funds. Significantly, two NGOs, who have demonstrated capacity and can be considered anchor groups, were funded by subgrants for operations costs which allowed them to establish themselves and leverage sustaining funds.

Women's NGOs were aware of the diminishing international and private, war-related funds. While concerned, they expressed confidence that their work would continue and that funding of some kind would be found. Because they provide an invaluable pool of leadership, skill, courage and commitment to create the yarn which can be woven into a fabric of civil society, it seemed likely that they will be able to generate support for issues which intersect with the

interests of the international community. However, for the issues which the women feel are important, domestic violence, continued support for victims of trauma, and women's studies, funding will likely become more difficult.

Advocacy

Delphi/STAR's activities on public policy advocacy provided women's NGOs with a critical tool for focusing energy to address the immediate post-war period needs in BiH. While some women, by their nature and propelled by the situation, were carrying out advocacy type activities, they had not named nor were they systematic in their actions. Delphi/STAR helped activists and the women's NGO community to name advocacy as an element of their work. They provided five women with a systematized understanding of key advocacy concepts and encouraged them to develop a localized approach to advocacy through their own work and in the broader NGO community. The Project supported NGOs in advocacy actions in their communities through moral support and subgrants.

The Delphi/STAR investment in advocacy has begun to bear fruit. The advocacy success stories witness to women's NGOs beginning to see that they are able to guide and influence social change. However, the process of developing a critical mass of women and of women's NGOs who were positioned to work in coalition on advocacy actions has only begun. Advocacy skill development will have to be nurtured and spread if the work started is to effect broader development of civil society.

Benefits of Linkages of Women's NGOs

An outstanding contribution of the Delphi/STAR Project in BiH and the YSS was the development of linkages among women's NGOs across entities and within the YSS. Linkages between women and groups were encouraged by Delphi/STAR through Advisory Board meetings, issue oriented exchanges, technical workshops, and meetings it convened, sponsored or funded.

Women used these opportunities to share information, build trust, strengthen relationships and discuss joint projects and actions. The successful development of ad hoc coalitions of women for advocacy actions in the areas of women's voter education and domestic violence was a tribute to the linkages among the leaders and the NGOs. Another result was the gradual reduction of fear as witnessed by some Federation women crossing "enemy territory" to attend meetings in the RS.

Delphi/STAR's Uniquely Contributions

Delphi/STAR made unique contributions to the development of women's NGOs and to individual women. Some of these contributions were unique not necessarily in their content but were named by the women as unique because of the Delphi/STAR approach. Delphi/STAR's unique and important contributions include:

- Modeling Multi-Ethnic Cooperation and Valuing Diversity
- Fostering Reconciliation among Women
- Developing Organization Capacity during the War
- Providing Encouragement
- Building Programs that were Needs Responsive, not Donor Driven
- Strengthening Linkages among Women's NGOs
- Flexible Funding
- Support of Advocacy Development
- Support of Women, Women's Development and Women's Rights
- Publications in Local Languages

Issues and Recommendations for USAID

With the closure of the Delphi/STAR project, women's NGOs lost an ally and advocate for women and the issues that affect their lives. Delphi/STAR had facilitated the development of women as leaders and given them tools to play constructive roles in the development of civil society. NGOs found that most other donors did not intuitively understand or easily accept the need or value of women-focused development or projects, making justification of projects difficult or impossible. Most women's NGOs were not positioned to compete for international grants or

learning opportunities in this area. For them, the closure of Delphi/STAR leaves a gap in creative personal and moral support and in funding for small, community focused projects important for women.

The issues and recommendations which follow are targeted to address some of these gaps.

NGO Organization and Financial Sustainability

Support of Women in the Development of Civil Society

Issue - Delphi/STAR understood and accepted women's issues and needs as valid and distinct. Women's NGOs reported that this understanding was not universal among USAID partners and other donors.

Recommendation - USAID is encouraged to continue its support of women and ensure that women's and gender issues are well understood and honored as valid project areas by its project managers.

Funding Mechanisms

Issue - NGOs need flexible, timely, needs-responsive funding mechanisms which are targeted to address self-identified, non-project needs.

Recommendations - To address NGOs maturing program and organizational needs, USAID and its partners may offer a variety of funding mechanisms, including:

- encourage NGOs to build technical assistance into project and program budgets. In this way, a healthy and transparent process would be established where NGOs choose needed resources from the market.

- contract local technical support resources to provide technical assistance upon the request of affiliated NGOs.

- establish a flexible, matching grant fund which NGOs could access for specific needs such as technical assistance, advocacy actions, ad hoc meetings of interest groups, self-initiated education, and attendance of conferences.

Continued Skill Development for Resource Persons

Issue - Resource persons and their mentors indicated a need for deepening technical, training, facilitation, and consultation skills as well as a need for on going mentoring. The only YSS resource identified to support this continued learning process were the Croatian OD and advocacy teams, who have a deeper experience base than their BiH counterparts but not more technical knowledge.

Recommendation - Activists who continue to provide quality consultation and training to the NGO community should be supported to enhance their skills, enabling them to provide advanced skill development. This could potentially be done in cooperation with Croatian advanced training activities.

Effectiveness of Resource Persons who Continue as Activists

Issue - Delphi/STAR has been credited with developing existing talent to provide advocacy and OD services instead of building parallel resource structures. Thus, resource persons are active in their own NGO work. There is a concern that they will become exhausted trying to keep pace with demand or that their NGO work will suffer.

Recommendation - USAID may wish to observe the evolution of the resource persons and the consequences of their multiple commitments on the individual members and their work to determine if this approach to resource development was valid.

Advocacy

NGO Advocacy Actions

Issue - The step by step process of developing a corps of able NGOs who are positioned to carry out advocacy actions was still in the early stages. Interest has been ignited as the value and role of advocacy have become apparent to NGOs. It would be unfortunate if the advocacy skill development in these generators of citizen support for civil society were not enhanced due to a shift in donor support.

Recommendation - USAID and other donors should support individual women, catalyst NGOs, and informal local and cross-national NGO networks which demonstrate vision and creative localized approaches toward development of citizen action through advocacy.

Financing Advocacy Campaigns

Issue - Most women's NGOs do not have experience in planning and budgeting for social change activities linked with their service work. To continue advocacy actions, NGOs would benefit from grants that list advocacy as a valid funding area.

Recommendation - USAID project managers can include advocacy activities as an area for subgrant funding.

Use of the Advocacy Resource

Issue - Advocacy, carried out in a systematic way, was a new concept to most activists and NGOs. For those gaining an understanding of the concepts and practices of advocacy for the first time, a single training was insufficient.

Recommendation - USAID partners who wish to support NGOs to develop advocacy skills and carry out campaigns need to commit to both skill development workshops and follow-up mentoring which allow participants time to understand the concepts and skills, time to use the skill, and opportunities for mentoring throughout a campaign.

Use of Media

Issue - The media workshops were carried out at the time that NGOs were ready for the information and skill development. They began the process of demystifying the media. However, discomfort with the media runs high even in stronger groups. Overcoming the lack of assertiveness in approaching the media and fear of public appearance are key to carrying out advocacy campaigns. Practice of media skills with journalists seems to increase confidence and readiness.

Recommendation - USAID, through its ongoing projects, should insure that hands on skills in strategic, effective use of the media are developed by a wide base of NGOs around BiH.

Linkages for Women's NGOs

Support of Women's Network

Issue - Linkages among women's NGOs promised to continue to be valuable in supporting the development of individual women's NGOs and coalitions and, through them, the development of women's rights, human rights and civil society. Outside funding will be required for this loose "network" of advocacy oriented women's NGOs to grow and stabilize.

Recommendation - USAID partner projects are encouraged to financially support the convening of this "network" and allow it to operate without imposing direction or condition.

Self Initiated NGO Development Program

Issue - Women's NGOs, through the productive linkages with other YSS groups and the Regional Exchange Program, have demonstrated a mature use of these opportunity to identify a need and to tailor a program which

addressed the need. This process put the development of the NGO directly in their own hands. It allowed women to learn directly from each other about issues which most interested them. Most groups do not have the funds to self finance education, nor the mobility to learn from others in the regular course of their work.

Recommendation -See Funding Mechanisms above

Needs Women's NGOs see for the Future - Recommendations

The women interviewed expresses a loss at the closure of the Delphi/STAR Project. While the women's NGOs are more able to move forward on their own than those in neighboring Macedonia, the loss was more keenly felt. Their feelings were most powerfully expressed by this comment:

"It is like when Tito died. We do not know what will happen to us. We hope that the outcome is not that bad."
- prominent women activist

Following are a list of needs that women identified for future support. They are not necessarily issues that the Delphi/STAR project did not address. Instead, they represent work either not completed at the time of the Project closure or activities that the women would like to see continued.

Convening Women's NGOs around Issues Important to Them

Delphi/STAR was credited with recognizing "what to support - whether ideas, groups or individuals" by women leaders. Women knew that if they had a emerging need or opportunity, Delphi/STAR would understand and had a flexible funding mechanism to respond. As one woman leader said, "we are living very fast. We need to be able to meet, think together and respond." Women's groups have proven their effectiveness in managing their own workshops and meetings. It would be useful for them to have a wise, knowing and flexible resource who could support the convening of women's NGOs for functional cooperation. Women have proven skilled in conducting their own conferences and prefer them to international conferences because there is greater opportunity for networking and real exchange of information.

Women's Network

There is a loose linkage among the many of the women's advocacy-oriented organizations. Some women, including those who participated on the Delphi/STAR advisory board, would like to strengthen these links into a "network." The Croatia model, where the Project provided the moral support and financing for convening the network, would be an appropriate approach to follow. The network would then be owned by the women and the process of developing it could be an empowering one.

Relationship with New Donors

Women's NGOs recognized their relationship with Delphi/STAR as rare in the relative equality of the "partnership." Equally they recognized and resented "false, unequal partnerships" with other donors. Comments about other donors included "they treat us like cheap slaves," "we are not equal but under them in every sense," and "they do not respect our understanding of our own situation, they do not live here, we do not want cooperation at any cost." NGOs have matured to the point where they desire and work well in respectful, transparent, equitable relationships with donors. It was the hope of the women that new donors would be willing to learn from them and develop genuine trust and relationships.

Development of Less Mature Women's NGOs

A few more mature women's groups include support and development of other women's NGOs as part of their mission. Development of other NGOs is not a project, but an ongoing activity. As such, it has no beginning and no end. NGO's carrying out this work need a funding mechanism that supports this function.

Advanced Training for Local Resource Persons

Local resource persons will need advanced training if they are to continue to support the growth of the NGO community. It may be possible to link BiH women with their Croatian counterparts for advance skill training within the YSS. Additionally, these women need to be electronically linked into the international network of information.

Conflict Resolution Capacity

Just below the surface of the cooperation and congenial relationships, feelings remain unresolved about the "enemies" of the war. Delphi/STAR admitted that as a staff team they were not prepared to address these issues as they arose. As the collaboration among women's groups expands, conflicts, either due to issues of war or growing competition among groups, will need to be acknowledged and resolved. This work can be done with local facilitation but donors and project managers need to position themselves to support this process.

International Support for Freedom of Movement

Women expressed a high value and continued need for the safety provided by the international umbrella, especially as they take greater risks in working outside their own communities and entities on increasingly more contentious advocacy issues.

Continued Advocacy Skill Development

The step by step process of developing a corps of able NGOs who are positioned to carry out advocacy actions was still in the early stages. Some women's leaders knew enough to know that there was much more to know. The women were seeking technical assistance from B & B e and among their own ranks. There is an immediate need to deepen and broaden systematic knowledge of advocacy skills to enhance opportunities for greater success of coalition building and advocacy actions.

Future Advocacy Actions

Women expressed interest in advocacy work on the rights of women and children, human rights, NGO tax laws, women and politics, domestic violence, education of women parliamentarians.

Addressing Family Violence

Women's NGOs have included in their missions the reduction of family violence through service activities and advocacy. Women's NGOs embrace the issue for self-healing and the healing of society. Statements reflecting their views were:

"We need to shift our energy from the enemy outside to the enemy inside."

"We need to survive Peace."

Addressing family violence needs to be seen by the international community in the broad context of NGO coalition building and gaining credibility in the public arena. Women's NGOs have well used their domestic violence work as a tool to develop respectful, cooperative relationships with police, social welfare, health, and judicial authorities. Women across entities and in the YSS have used their joint work to develop trusting relationships and have the potential to stand publicly in coalition for women and children's rights.

It was unclear where continuing financial support for this advocacy work would be obtained. International donors were interested in principle but did not necessarily link this to funding activities. The international community should see support of women's NGOs working on domestic violence, linked with continued support for skill building in advocacy, as a path for developing civil society and strengthening and broadening the women's NGOs to eventually take on more contentious issues.

1 INTRODUCTION

1.1 Background

USAID Project Cooperative Agreement 1994 -1998

The Strategies, Training and Advocacy for Reconciliation Project (Delphi/STAR), managed by Delphi International, was one of eight grantees under the Trauma and Humanitarian Assistance for the Former Yugoslavia Project (180-0016) sponsored by the United States Agency for International Development (USAID). The cooperative agreement, EUR-A 94-0070-00 (formerly No. EUR-0016-A-00-4070-00), for the project to work in Croatia, Bosnia-Herzegovina (BiH) and the Former Yugoslav Republic of Macedonia (Macedonia) was signed in September 1994 and scheduled for completion in October 1997.

The cooperative agreement for BiH and Macedonia was extended for one year and nine months respectively, with the completion of the Delphi STAR projects on 18 December 1998 in BiH and 13 November 1998 in Macedonia. The Program Description is Appendix A.

The Delphi/STAR Bosnia-Herzegovina mission statement for year 4 was:

“To foster women’s participation in the development of civil society in Bosnia and Herzegovina and the Yugoslav Successor States through encouragement, technical assistance and financial support to non-nationalistic, advocacy-oriented women’s NGOs and women leaders. The Delphi/STAR Project pursues this mission by building capacity in public policy advocacy, democratic leadership, sustainability and linkages.”

Originally the USAID program management, project oversight and administration were shared between the USAID Washington Project Officer and the Offices of USAID Representatives in Zagreb and Skopje. In 1996, more direct responsibility for project oversight was transferred to the USAID Country Office in BiH.

Delphi/STAR Project Advocacy and Private Support

The Delphi/STAR Project played a role as an advocate for raising awareness in the United States (US) government and private donor community of the situation for women and partner NGOs in the Yugoslav Successor States (YSS). Delphi/STAR expanded the network of donors and activists linked to the area as well as raising significant private funding, over \$400,000 in four years, for projects in Federal Republic of Yugoslavia (FRY), before USAID funds were available there, as well as for grants to groups in the Macedonia, BiH and Croatia. Private sub-grants, along with volunteer time, volunteer donations, donated training, and opportunities for women in the YSS, covered a portion of the one million dollar USAID cost share requirement for the four years of the Project.

Final, Year Three (Final) and Mid-term Evaluations

The Delphi/STAR project had two previous evaluations. In 1996, the Mid-term Evaluation reviewed all eight projects under the Trauma and Humanitarian Assistance Project. The Final (Year Three) Evaluation was carried out in September 1997 at the time of the expected completion of the Delphi/STAR Project in Macedonia, BiH and Croatia. A brief summary of the results of the Mid-term Evaluation is Appendix B - Summary of Delphi/STAR Midterm Evaluation. The Executive Summary of the Final (Year Three) Evaluation of the Delphi/STAR Project is Appendix C.

The Project was extended for approximately a year in Macedonia, BiH and Croatia and a year long program in FRY was carried out. At the time of writing, evaluations of the final year of the Project have been carried out in the three original countries and an evaluation of the FRY Delphi/STAR Project was planned in 1999. This evaluation report addresses the BiH country program.

The Delphi/STAR BiH Project external evaluation was conducted between 9 to 22 November 1998. The evaluation focused primarily on the effectiveness of the activities of year 4 of the Project and was to assess

- Delphi/STAR's contribution to the development of women's NGOs subgrantees
- how the Project helped to set the stage for advocacy in BiH and NGO advocacy success stories
- benefits of linkages among groups and how they will be maintained without international support
- Delphi/STAR's unique contributions to the development of women's NGOs and individuals
- which local partners were most capable of providing leadership for other NGOs
- NGOs perception of their current sustainability and future perspectives

The Final (Year Three) Evaluation addresses year 1 to 3 in depth. The Evaluation Terms of Reference is Appendix D.

The evaluator was Waneen Polly, an NGO development, women's health and gender specialist from the United States, who had been the primary evaluator for the Final (Year Three) Evaluation in September 1997.

Evaluation Process

The evaluation was carried out by reviewing project and independent materials, conducting field visits with NGO leaders and group members, and interviewing third party observers, USAID and Delphi/STAR staff. The List of Materials Reviewed is Appendix E.

From 12 to 19 November, field visits were carried out in Sarajevo, Banja Luka, Bijeljina, Brcko, Modrica, Mostar, and Zenica. To assess the Delphi/STAR contribution to the development of NGO capacity, field visits included conversations with group members, project participants, and NGO leaders. Interviews were designed to provide a positive model of evaluation and demystify the evaluation process.

BiH interviews were held with

- 11 individual women leaders
- 13 women group members
- from 10 groups of which 6 were subgrantees
- in 7 towns and villages in both entities
- 3 of 3 organizational development trainers
- 4 of 5 International Policy Advocacy graduates

Interviews were also held with USAID representatives, representatives of development projects, officers of international agencies, and Delphi/STAR BiH, regional and Washington staff. Interviews were held with Delphi/STAR consultants and the former co-director. The Delphi/STAR BiH Evaluation Contacts List is Appendix F and the Delphi/STAR BiH Evaluation Field Trip Itinerary is Appendix G.

Comment on Appraising Achievement of a Participatory, Capacity Building Project

It is difficult to attribute to Delphi/STAR, or any one organization, the achievements, results and impact in the development of capacity of individual women leaders, partner NGOs and the women's NGO networks. The NGOs with whom Delphi/STAR partnered had varied levels of access to support from other donors, INGOs, the international network of women leaders, their own internal networks, and their own existing resources. Therefore, the evaluator looked for attribution of causality and for a demonstration of plausible association, when causality was not possible, between Delphi/STAR's support and the achievements and results that can be seen in the leaders, partner NGOs and networks.

The Delphi/STAR Project was designed to support emerging, indigenous women's organizations and leaders in their capacity to develop sustainable, democratic, non-governmental organizations (NGOs) which were to serve as advocates for building civil society. The Project initiated needs assessment in Croatia, BiH and Macedonia in 1994, while the war was ongoing in BiH and parts of Croatia were still United Nations protected areas under Serb control.

Before the wars in BiH, there was no tradition of women's organizations and activism as there was in Belgrade or Zagreb. As a result of the war, NGOs were formed to provide services to endangered communities throughout the country. In most cases, the formation of groups was assisted by INGOs and agencies that needed local partners to implement trauma-relief programs. Some civic groups were created indigenously, with the features of social clubs, for the purpose of meeting the need for safety and connectedness among the people living in impoverished, attacked and cut-off communities. While a few of these groups were well supported and relatively mature, most of the groups had not clearly articulated their mission nor had they developed sustainable organizational and financial structures.

Initially, Delphi/STAR's BiH strategy was to identify indigenous groups who were interested and able to work beyond the trauma and medical service provision areas and showed potential for work in advocacy and democracy building. They sought to identify and work with women's groups and leaders who were developing the following characteristics:

- commitment to the promotion of the role of women in the emerging social structures
- commitment to long-term social change
- commitment to inter-ethnic tolerance and cooperation, meaning non-nationalistic and non-partisan approach to its beneficiaries and membership
- commitment to transformational organizational structures which were inclusive and participatory
- commitment to cooperation with other similar civic groups and institutions in their societies and openness to regional cooperation

Although initially supporting more established NGOs in the main cities, Delphi/STAR sought to identify and support groups outside of the Zenica-Tuzla-Sarajevo triangle in the Federation as well as groups in the Republic of Srpska (RS), which had relatively limited access to resources and support. Delphi/STAR also focused on developing opportunities for meeting, collaboration and reconciliation between RS and Federation based NGOs.

During year 4, Delphi/STAR focused on enhancing linkages among women's groups through supporting functional cooperation around advocacy issues, increasing support to more able groups who showed promise for creating a core of advocacy-able NGOs, and decreasing dependence on the Project by enriching NGOs public access and influence. They continued to convene groups in both entities and sought to enhance the capacity of local resource trainer.

Delphi/STAR did not seek to direct or drive the work that women did in the community. Instead, it supported the groups in identifying local needs and opportunities for civil initiatives, initiatives that the group was skilled and interested in addressing. The essential element that all groups had in common was that, through the work, the NGOs established themselves as contributing members of their community and in so doing positioned themselves to be seen as credible when addressing civil issues. The list of BiH Non-Nationalistic, Advocacy-Oriented NGOs is Appendix H.

Delphi/STAR Contribution to NGO Organization and Financial Sustainability

TOR Questions

- in what ways has Delphi/STAR contributed to the development of STAR NGO sub-grantees, especially in this last grant cycle?
- what was the value of cost-sharing?
- what are the groups perceptions of their current level of financial and organizational sustainability and prospects for the future?

The unique contribution of the Delphi/STAR Project to the stability of the women's NGOs was the encouragement and essential support given to leaders, and through them to the groups, starting during the war. By starting capacity building activities during the war, partner NGOs had a head start at being prepared to carry forward the structural and programmatic transformation processes that were required to operate under the new funding conditions of the post war period.

Over the life of the Project, Delphi/STAR provided targeted, timely, flexible, need-responsive technical assistance, training and financial support to women's NGOs. This supported the development of a few women's NGOs in both entities whose members had the commitment and skills to influence the development of civil society. Project support was important in developing the confidence and skills of many leaders and in stabilizing and animating select NGOs.

Delphi/STAR was more flexible and responsive than other donors in the use of subgrant funds. Significantly, two NGOs, who have demonstrated capacity and can be considered anchor groups, were funded by subgrants for operations costs which allowed them to establish themselves and leverage sustaining funds.

Women's NGOs were aware of the diminishing international and private, war-related funds. While concerned, they expressed confidence that their work would continue and that funding of some kind would be found. Because they provide an invaluable pool of leadership, skill, courage and commitment to create the yarn which can be woven into a fabric of civil society, it seemed likely that they will be able to generate support for issues which intersect with the interests of the international community. However, for the issues which the women feel are important, domestic violence, continued support for victims of trauma, and women's studies, funding will likely become more difficult.

Delphi/STAR Contribution to Organizational Sustainability

The unique contribution of the Delphi/STAR Project to the stability of the women's NGOs was the encouragement and essential support given to leaders, and through them to the groups starting during the war. While the war was on-going, Delphi/STAR co-directors and consultants began working with non-nationalistic, advocacy oriented groups on real issues of NGO development. They provided technical assistance and training, and created opportunities for networking and reconciliation during the wars which was an important contribution to the NGOs survival and growth. By starting capacity building activities during the war, partner NGOs had a head start at being prepared to carry forward the structural and programmatic transformation processes that were required to operate under the new funding conditions of the post war period.

Out of this shared experience grew what women describe as a unique relationship between a donor project and the women's NGOs. Interviewees almost universally expressed a deep loss at the closure of the Project. The encouragement and depth of empathy, if not full understanding, of women activist and BiH women's issues by the Project staff offered a trusted foundation which supported women in the development of their own visions. The women felt "believed in", that their work was respected for the courage and energy required to achieve what might, from a less informed point of view, seem a small thing. The Project provided a reliable backstop to address emerging needs and problems, a trusted link to the international community and the still much needed shelter of the international safety umbrella.

During the first three years of the project, Delphi/STAR supported capacity building through skill development workshops in organizational development (OD), leadership training, and conflict resolution. Delphi/STAR staff provided ad hoc encouragement and mentoring of the identified non-nationalistic, advocacy oriented women's NGO and subgrantees.

At the time of the Final (Year Three) evaluation and in recent interviews, leaders, who had worked closely with the Project, attributed Delphi/STAR supported training with strengthening their organizational capacities and through them the stability of their groups. The contribution was described as follows:

"Leaders who participated in a series of four organizational and leadership development workshops were universally positive about the workshops providing a forum to deal with real, current, issues for leaders, noting that they gained self-confidence and energy for continuing their work. More sophisticated leaders reported that the workshops transformed their understanding of how an organization can be run democratically and in a participatory way while still having strong leadership, an articulated mission and program direction. Several women leaders provided examples of how they had used the skills acquired in this workshop to positively effect changes in their own groups. In several NGOs, group members reported that workshop exercises had been carried out within their NGO.

During the fourth year, Delphi/STAR's support to organizational capacity building was in the personalized, technical assistance to subgrantees by BiH staff, trainer training of local resource persons by technical experts, and providing opportunities for NGOs to establish advocacy skills and enrich linkages. Advocacy activities are discussed in section 2.3 and linkages in 2.4. Delphi/STAR BiH 1997/98 Timetable is Appendix I.

Delphi/STAR staff supported NGOs in developing project proposals and they conducted site visits to provide field monitoring or technical assistance to subgrantees. While project proposals had improved from those reviewed 15 months earlier, some project proposals and most interim reports, even those from the most highly regarded NGOs, were disappointing and certainly lacked the competitive edge needed for the ever contracting donor environment. Weaknesses were seen in one or more of the following areas: strategic planning, project conceptualization, proposal writing and/or ability to identify and report on indicators of success.

By year 4, Delphi/STAR staff did have the level of skill needed to use the subgrant process as a tool for more advanced organizational development. As a result, opportunities to systematically ensure NGO development of advanced strategic project management skills were missed. The recommendations in the previous evaluation for developing staff and NGO monitoring and evaluation skills were not implemented as acknowledged by the staff and demonstrated by subgrantee's limited ability to assess their work for effectiveness and results.

Overall, Delphi/STAR did contribute to the stability of women's NGOs with whom it worked closely. Unfortunately, the potential development of the NGOs and the NGO sector was not achieved due to Delphi/STAR's lack of meaningful organizational and staff development. See section 2.2.6 for further information.

2.2.2 Capacity Building of Local Resource Persons

Delphi/STAR supported advanced technical training and mentoring for 5 Bosnian women, 3 in organizational development and 2 in advocacy (three IPA graduates received no advanced training skills). For some, Delphi/STAR training enhanced existing skills and expanded areas of competence. For others, the training and coaching helped the women to develop their raw potential and field experience into systematized conceptual frameworks. Participants with more experience developed essential skills in technical content, facilitation and consultation. Those with limited field experience gained technical skills but lacked depth of experience to provide independent training or facilitation.

The activists' work gained respect and they were contracted by donors and NGOs to carry out training and facilitation. Two of the women trained in OD frequently worked in partnership on coalition building through facilitation of NGO planning meetings. They partnered with an IPA graduate to carry on highly valued civil society building work through out the eastern RS for OSCE. Two others, from the same NGO, were contracted by

International Rescue Committee (IRC) to conduct advocacy training as well as using their skills in their own NGO and for affiliated NGOs in their area. One activist has partnered with international trainers to provide training for local police in conjunction with the International Police Task Force (IPTF).

Delphi/STAR's vision of developing OD and advocacy training teams was not realized. This was not the aspiration of the women, nor the perceived need of the NGOs or financing international community. It seemed an idea whose time had not yet arrived.

The activists attribute the Delphi/STAR advanced training with providing them with skills and confidence to work as trainers and consultants. While the activists work was evaluated positively, they will need additional training in both technical information and consultancy skills in order to continue to perform at levels which keep pace with the advancement and needs of the communities they serve.

A strength and weakness of the trainers was that they were fully engaged activist in the NGO community. They were active practitioners recognized for their practical experience and ability to adapt training to local situations. However, being fully engaged in their own NGOs and work may result in exhaustion for taking on too heavy a load or leave limited time for the advocacy and OD work in the larger community.

2.2.3 Delphi/STAR Contribution to Financial Sustainability

Over the life of the project, Delphi/STAR's activities to support the financial sustainability of the women's NGOs were primarily in one to one technical assistance, training of select NGOs in resource mobilization, publishing the *"Delphi/STAR International Funding Guide"* and providing subgrants.

Delphi/STAR was more flexible and responsive than other donors in the use of subgrant funds. They supported essential operating costs as well as projects and negotiated changes in use of funds to address emerging NGO needs. Most groups who had grants for operating costs reported that the grants allowed them necessary "breathing space" to establish the group. Significantly, two NGOs, who have demonstrated capacity and can be considered anchor groups, were funded by subgrants for operations costs which allowed them to establish themselves and leverage sustaining funds.

Resource mobilization skill development was provided to a few select NGOs early in the project. While valuable to these NGOs, the larger body of Delphi/STAR grantees and women's groups did not receive this support nor was there targeted support during year 4. When interviewed, NGO leaders had ideas about mobilizing resources but few had firm plans. Most seemed to believe that locally available donor funds would sustain them.

Delphi/STAR, through its regular support of the subgrant program, was positioned to provide technical assistance to NGOs on resource mobilization. Many NGO leaders expressed a readiness for more advanced concepts and tools. By not developing local staff capacity to provide technical support in this area early in the life of the project and not being able to carry out planned year 4 activities due to a change in staff, Delphi/STAR did not provide the tools that the women's NGOs clearly needed (and many are ready for) for their sustainability.

Project staff worked with NGOs to make linkages with other donors for funds during and following the close of the Project. Kvinna til Kvinna and Delphi/STAR, sharing a similar commitment for women's development, coordinated their support of groups. NGOs with potential for income generation were referred to a Delphi International sister Income Generation Project. The Project also reported working closely with OSCE, IRC, WHO and others to position women's NGOs and leaders for inclusion in activities and financial support.

Delphi/STAR printed 500 copies of the *Delphi/STAR International Funding Guide* in local languages and in English. The guide provided information about proposal writing, strategies for obtaining funds and lists of funders with their specific interests. While the number of groups who used the book to successfully obtain funds was not available, activists reported that the guide made the process of fundraising and list of funders transparent for the first time. This was especially important in the BiH environment where early experience of many NGOs did not include competitive fundraising.

One of the least visible contributions of the Delphi/STAR International and the Regional Co-Directors was the one to one support given to women's NGOs and the larger NGO community in diversifying funding through private US donors. Both co-directors leveraged funds for YSS groups through developing relationships with donors and then lobbying them to support YSS NGOs who would otherwise have been unknown to them. Delphi/STAR played a role in educating private US donors about the kinds of grants which could be helpful to small groups and provided donors with a process for transmitting funds through Delphi International.

This relationship building and lobbying resulted in small grant funding of over \$100,000 to ten groups in the YSS in 1998, as well as the Resourceful Woman award of \$10,000 being given to a group in Kosovo, and continuing interest by private donors such as the Tides Foundation and Shaler Adams Fund. The Project also supported Medica Zenica in obtaining a substantial three year grant from a United Nations Agency to address domestic violence.

This funding process had value on the local as well as international level. Leveraging private funds to work with federal funds offered a positive opportunity for private donors to work in partnership with the US government. On the local level, it modeled cost sharing and resource mobilization strategies for NGOs.

2.2.4 Subgrants - Effectiveness, NGO Public Image and Cost Share

Throughout the BiH Project, Delphi/STAR did not publicize a request for proposals in an open and transparent process, instead they awarded grants throughout the year to qualified project proposals which were submitted to them. In 1998, \$75,801 in USAID funds was awarded for 9 projects to 10 groups. See Appendix J for USAID-funded Subgrants 1994-1998.

A 25% - 50% cost share was a subgrant requirement to encourage grantees to establish a broader resource base and to understand the value of their own project contributions. Largely NGOs covered cost share requirements grants from other donors. In-kind and volunteer contributions were also mentioned as sources of matching funds.

Due to the funding situation in BiH, most NGOs were able to meet cost shared requirements with funds from other donors. This limited NGO need to understand, budget and account for cost share in the broader sense of volunteer time, membership fees, community donation and government contribution.

Additionally, the Project did not take full advantage of cost sharing as a tool for education about resource mobilization. Project proposal budgets made available for review were weak in projecting cost share contributions and did not demonstrate that the process had been actively used as a learning opportunity for NGOs. Leaders interviewed were often unclear about what was being put forward as the cost share portion of their subgrant. Others understood it as creative bookkeeping.

Delphi/STAR BiH reported, after the evaluation visit, that subgrantees did meet their cost share commitments. So, whether creative bookkeeping or accounting for NGO generated contributions, there was an indication that the principle of not being dependent on one donor was strengthened by the practice.

In order to assess the quality of the subgrant activity, the evaluator visited 6 of 9 NGOs subgrantees, 3 of these NGOs had been visited during the previous evaluation. Additionally, 8 project proposal and 7 interim reports were reviewed. Lacking time for a full appraisal of subgrants and in the absence of Delphi/STAR's own assessment of their effectiveness, only general observations were made.

Subgrants were awarded to support advocacy oriented activities. Many NGOs provided community education and encouraged citizen dialogue on issues of women and politics, human rights, civil society development and family violence. These projects also served to develop linkages between local NGOs and their communities, and between NGOs and local government organisations.

The effectiveness of the grants could not be independently verified but project managers and group members anecdotal stories converged to suggest that women and human rights oriented outreach struck a deeply responsive cord with women often isolated by political, cultural or home situations. Additionally, the NGOs forged links with

police, social welfare, health, court and other authorities in order to move forward effective responses to issues of domestic violence. Some women leaders, seeing an opportunity in the election process, invited and achieved dialogue with elected female parliamentarians and political party members as offshoots of their project activities. See section 2.4 Delphi/STAR Advocacy Contributions for further information.

Subgrant projects contributed to strengthening the public image of individual NGOs. NGOs became more visible in their communities and areas by holding tribunals and public forums, appearing in the media, distributing pamphlets, and carrying out public education and actions. Their work and purpose became more clear as they provided valued education to the community and worked with local authorities to address problems. NGOs reported greater acceptance and respect by citizens, other NGOs and some local institutions. Local media coverage also expanded in positive ways.

2.2.5 NGO Prospects for the Future

Women's NGOs were aware of the diminishing international and private, war-related funds. While concerned, they expressed confidence that their work would continue and that funding of some kind would be found.

For some, the confidence seemed justified. These NGOs had clarified their missions, built reputations for quality work, diversified funding sources, established donor commitments, and/or limited operating costs.

Other NGOs appeared more vulnerable in the areas of depth of organizational management and financial stability. Some "groups" gave the impression that the very able leader was the focal point; it would be her reputation and work that generated funds.

While limitations outlined earlier suggest that most groups would not be independently competitive in the international fundraising arena, many of the women's NGOs seem to be valued and sought after in the BiH arena, regardless of their organizational weaknesses. These non-nationalistic, advocacy-oriented women's NGOs represented an invaluable pool of leadership, skill, courage and commitment to create the yarn which can be woven into a fabric of civil society. For issues which interest the international community, the building of civil society as envisioned through the eyes of donors, it seems reasonable that the NGOs will be able to generate funding.

However, for the issues which the women feel are important, domestic violence, continued support for victims of trauma, women's studies, funding will likely become more difficult.

With the closure of the Delphi/STAR project, women's NGOs lost an ally and advocate for women and the issues which affect their lives. Delphi/STAR had facilitated the development of women as leaders and given them tools to play constructive roles in the development of civil society. NGOs found that most other donors did not intuitively understand or easily accept the need or value of women-focused development or projects, making justification or projects difficult or impossible. Many women's NGOs were not positioned to compete for grants or learning opportunities in this area. For them, the closure of Delphi/STAR leaves a gap in creative personal and moral support and in funding for small, community-focused projects important for women.

2.2.6 Delphi/STAR Limitations

Delphi/STAR had a creative, visionary management team and dedicated, insightful country staff. Overall, the Project was excellent in developing women's and NGO capacity and increasing their potential as strong players in BiH civil society development.

However, there were weaknesses and issues within the overall Delphi/STAR Project that hindered the BiH country team from reaching its potential in implementation of the Project. These included:

- a weakness of the overall Delphi/STAR Project in the region was a lack of development of its own management systems, from the Washington to regional to country level.

- there was no country designed strategic plan for the extension nor country agreement on the regional plan of activities
- the roles and responsibilities of staff, organizational structures, budgeting systems, and decision making processes were never clarified
- the role of the regional director was not developed to its full potential for technical support and on-the-job training of country staff
- the role of the international director was never clarified and caused confusion of roles with country staff
- program management skills of staff were not adequately developed to keep pace with the needs of the NGOs
- the financial management systems were not developed by the Washington Delphi office so that countries could track and manage their own budget

Three strong recommendations in the previous evaluation were that the Delphi/STAR management systems, staff development and subgrant management should be improved. Delphi/STAR sought to address these issues but their efforts were limited or ineffective.

The Delphi/STAR staff in BiH, and in all STAR countries and main offices, remained dedicated, ethical and productive even under these constraints. Their work was recognized as of good quality by the NGO partners and USAID officers who worked closely with them. Unfortunately the potential of the individuals and, therefore, the Delphi/STAR programs was not fully developed.

2.2.7 Issues and Recommendations

2.2 R1 Support of Women in the Development of Civil Society

Issue - Delphi/STAR understood and accepted women's issues and needs as valid and distinct. Women's NGOs reported that this understanding was not universal among USAID partners and other donors.

Recommendation - USAID is encouraged to continue its support of women and ensure that women's and gender issues are well understood and honored as valid project areas by its project managers.

2.2 R2 Funding Mechanisms

Issue - NGOs need flexible, timely, needs-responsive funding mechanisms which are targeted to address self-identified, non-project needs.

Recommendations - To address NGOs maturing program and organizational needs, USAID and its partners may offer a variety of funding mechanisms, including

- encourage NGOs to build technical assistance into project and program budgets. In this way, a healthy and transparent process would be established where NGOs choose needed resources from the market.
- contract local technical support resources to provide technical assistance upon the request of affiliated NGOs.
- establish a flexible, matching grant fund which NGOs could access for specific needs such as technical assistance, advocacy actions, ad hoc meetings of interest groups, self-initiated education, and attendance of conferences.

2.2 R3 Continued Skill Development for Resource Persons

Issue - Resource persons and their mentors indicated a need for deepening technical, training, facilitation, and consultation skills as well as a need for on going mentoring. The only YSS resource identified to support this continued learning process were the Croatian OD and advocacy teams, who have a deeper experience base than their BiH counterparts but not more technical knowledge.

Recommendation - Activists who continue to provide quality consultation and training to the NGO community should be supported to enhance their skills, enabling them to provide advanced skill development. This could potentially be done in cooperation with Croatian advanced training activities.

2.2 R4 Effectiveness of Resource Persons who Continue as Activists

Issue - Delphi/STAR has been credited with developing existing talent to provide advocacy and OD services instead of building parallel resource structures. Thus, resource persons are active in their own NGO work. There is a concern that they will become exhausted trying to keep pace with demand or that their NGO work will suffer.

Recommendation - USAID may wish to observe the evolution of the resource persons and the consequences of their multiple commitments on the individual members and their work to determine if this approach to resource development was valid.

TOR Questions

- how has Delphi/STAR helped to set the stage for advocacy work in BiH?
- what are the “success stories” of the Delphi/STAR supported NGOs in the area of advocacy?

Delphi/STAR’s activities on public policy advocacy provided women’s NGOs with a critical tool for focusing energy to address the immediate post-war period needs in BiH. While some women, by their nature and propelled by the situation, were carrying out advocacy type activities, they had not named nor were they systematic in their actions. Delphi/STAR helped activists and the women’s NGO community to name advocacy as an element of their work. They provided five women with a systematized understanding of key advocacy concepts and encouraged them to develop a localized approach to advocacy through their own work and in the broader NGO community. The Project supported NGOs in advocacy actions in their communities through moral support and subgrants.

The Delphi/STAR investment in advocacy has begun to bear fruit. The advocacy success stories which follow witness to women’s NGOs beginning to see that they are able to guide and influence social change. However, the process of developing a critical mass of women and of women’s NGOs who were positioned to work in coalition on advocacy actions has only begun. The process takes time and opportunity - opportunity to learn systematic advocacy concepts and tools, time to practice use of skills by carrying out campaigns and opportunities for high quality mentoring. Advocacy skill development will have to be nurtured and spread if the work started is to effect broader development of civil society.

Advocacy was an integral component of the Delphi/STAR year 4 program, as noted by “advocacy” being an element of the title of the project, “Strategies, Training and Advocacy for Reconciliation”. The Delphi/STAR long term strategy was to support women advocates to gain confidence and skills to make their actions more effective and to support NGOs who showed commitment to civil society development and social change. Thus, it was hoped, over time, a critical mass of women who understood advocacy well and of women’s NGOs who were positioned to work in coalition on advocacy actions would develop.

The Delphi/STAR support process took place in four arenas: the support of individuals in skill development through International Policy Advocacy (IPA) and other training, the support of NGOs through sub-grants and technical training of members, the support of the linkages among women’s NGOs, and linking NGOs with other organizations and sectors. Steps of the process are outlined below.

Individual Advocacy Skill Development

- over three years, five BiH women (among 18 women in the YSS), participated in the IPA course in the United States. The training provided a systematic approach to activism and demonstrated how NGOs can influence policies of international institutions. See Appendix K for a list of women trained.
- after two years of BiH women attending IPA training, Delphi/STAR facilitated a workshop with YSS IPA graduates to share advocacy work experiences, identify localized advocacy tools and plan future activities.
- at the request of IPA graduates, Kathleen Sheekey, co-director of the Advocacy Institute, Washington, D C, provided two trainer training workshops, coached trainers during two local workshops and mentored individual skill development.

NGO Development

- year 1 to 4, NGOs gained confidence and skills in organizational development and leadership through technical assistance and training.

- year 1 to 3, subgrants supported the stabilization of women's NGOs who had promise to provide leadership in advocacy actions
- in year 4, subgrants were awarded for projects having an advocacy/education emphasis
- in year 3 and 4, 70 women received an introductory training in the elements of advocacy carried out by two BiH IPA graduates
- NGO leaders and members received two media training workshops
- individual NGOs with advocacy capacity refocused their work to include or focus on advocacy in areas of domestic violence, youth development, women in politics
- advocacy trainers wrote and Delphi/STAR produced the *Public Policy Advocacy Women for Social Change in the Yugoslav Successor States* workbook in the local languages

Linkages among Women's NGOs

- Delphi/STAR convened women from and in both entities which provided opportunities for sharing information, building trust, and strengthening NGO relationships. NGOs were convened for general training, the Delphi/STAR advisory board, follow-up discussions following international visits to the United Kingdom and Sweden for women and politics. See section 2.4 for more information.
- through subgrants and the Regional Exchange Program, Delphi/STAR supported women's conferences and meetings initiated by women's NGOs within BiH and in the YSS. This included women attending the Women in Black conference in FRY which empowered women by experiencing joint action. See section 2.4 for more information.
- Delphi/STAR organized two YSS conferences the second of which, "STAR na Hvar: Advocacy for Social Change," was specifically focused on advocacy. Both conference allowed for exchange of ideas and trust building/reconciliation.

Linking NGOs with other Organizations and Sectors

- the BiH Delphi/STAR country team consistently sought to include local women's NGOs in internationally led meetings about NGO issues and development where NGOs were largely left out
- journalists from local media served as trainers for the media workshop
- in year 4, Delphi/STAR secured invitations and paid for travel of women's NGOs to participate in early meetings with international organizations on domestic violence

The Delphi/STAR investment in advocacy has begun to bear fruit. The advocacy success stories which follow witness to women's NGOs beginning to see that they are able to guide and influence social change. However, unlike Croatia where this process resulted in a dedicated advocacy training team and NGOs more solidly grounded in the use of advocacy skills, the BiH advocacy development process has, indeed, just set the stage for the development of advocacy actions.

While women have basic understanding of advocacy concepts, the understanding of systematic advocacy campaign development remained in a few hands in the women's NGO community. IPA graduates, while expressing a commitment to assist each other in campaigns and training, have not formed a team. Only two received limited coaching as advocacy trainers and have conducted training in advocacy with NGO leaders. Most IPA graduates were using their skills directly in their own work, wanting time to deepen their own experience before expanding to training others in advocacy skill development. Some of the IPA graduates, recognized by their colleagues as advocacy strategists and trainers, have made valued contributions to advocacy campaigns of other NGOs. While being few, the individuals formed a core of in-country talent for support of advocacy work.

We do best when we learn from practice. We must practice before we train others
- an IPA graduate

The process of developing a critical mass of women and of women's NGOs who were positioned to work in coalition on advocacy actions has only begun. The process takes time and opportunity - opportunity to learn.

systematic advocacy concepts and tools, time to practice use of skills by carrying out campaigns and opportunities for high quality mentoring

While Delphi/STAR Project did good work in this area, BiH country staff were not sufficiently skilled in advocacy to nurture and maximize the development of individual and organizational advocacy potential. Unfortunately, the role of the Regional Co-director was never fully developed and her wisdom and talents, which positively affected the Croatia advocacy work, were not fully available for the mentoring of BiH country staff nor the women's NGOs.

Successful actions (outlined below) have added to women's aspirations to affect changes in society. Advocacy skill development will have to be nurtured and spread if the work started is to effect broader development of civil society.

2.3.2 Advocacy "Success Stories" of Delphi/STAR Supported NGOs

Delphi/STAR's activities on public policy advocacy provided women's NGOs with a critical tool for focusing energy to address the immediate post-war period needs in BiH.

'Everyone say you should put pressure on - but they did not show us a concrete approach. Only STAR did that.'

- BiH women's NGO member

Delphi/STAR gave us direction and deepened our meaning and skill in advocacy.

- women activist

Delphi/STAR is synonymous with advocacy. They have been working from the beginning to prepare us for using advocacy now.

- woman leader

To learn how advocacy concepts were being translated and used, the evaluator visited 7 subgrantees who were carrying out some form of public education or advocacy activities and interviewed 4 of 5 IPA graduates. It was clear that the approach to advocacy, as presented in the US based training, was being adapted to local conditions by activist practitioners. They consciously sought to appraise the local situation, start at the level of need and understanding of the community, and improve cooperation among participants. Many engaged and incorporated local civil servants and representatives of other institutions to advance their service activities and, by so doing, step by step widen support for advocacy actions.

Following are the advocacy "success stories." They are not a track record of influencing public policy. On the face of it, the advocacy "success stories" may seem insignificant.

But they are significant. They represent citizens with courage to deal with diversity in the public arena, on sometimes unpopular or misunderstood issues, in small, closed, nervous communities who still live in cultures of silence. They represent step by step, if not systematic, approaches to broadening the base of NGOs, and other allies, who are positioned to work together for social change and of gaining greater understanding and acceptance of NGOs by the community.

NGO advocacy actions should not be measured simply by numbers of actions or public policies changed. NGO actions must be measured by assessing the distance successfully traveled given the starting point of the community.

Advocacy confidence and capacity develop step by step, over time, with many seemingly small activities converging to allow for campaigns and ad hoc coalitions to be built. Following are a few small, but significant, successes which create pictures of the simple advocacy "success stories."

Institutionalizing Advocacy Skills

- Four of five BiH IPA graduates were using their skills to develop advocacy actions within their own NGOs, providing training for other NGOs members and deepening their experience with advocacy actions
- One NGO, Medica Infoteka, has focused its mission on advocacy work around issues of domestic violence. The Infoteka team, one member being an IPA graduate, had the goal of deepening and strengthening their skills and experience in advocacy. Then they planned to take a more active role in sharing these skills with other NGOs.

Women's NGO Advocacy Successes

- Understanding that information is power, Medica Infoteka /Zenica carried out a research survey of 500 women to identify experiences on domestic violence in their Zenica-Doboj Canton. Former Medica clients volunteered to interview a sample of women in the community. Infoteka staff worked with local authorities to gather data needed to address issues of domestic violence through the courts, police, health services and social services. Analysis of data will direct the strategic plan for the campaign against domestic violence and inform the development of new legislation. Additionally, Infoteka was positioned to assist others with the baseline data collection process. Infoteka has received substantial subgrant support from the Project to carry out its work.
- Through direct outreach to local authorities, several NGOs who worked on domestic violence reported excellent and on-going cooperation with local police, social welfare and court officers to address issues of domestic violence and the treatment of victims and perpetrators. The NGOs were supported by Delphi/STAR subgrants and had participated in planning meetings supported by the Project.
- Medica Infoteka / Zenica, with support of other women's NGOs, was initiating the revision of domestic violence legislation.
- Medica II Zenica sponsored the first conference for BiH SOS hotlines with funds from a Delphi/STAR subgrant. Technical training was provided by experience women from hotlines in Zagreb, Belgrade, Ljubljana, and Podgorica. The workshop resulted in the development of the first SOS hotline network in BiH which is committed to common action and campaigning to diminish family violence. The network planned to meet in six months in Banja Luka where Udruzenje Zene agreed to spear head the fundraising effort for the workshop.
- Twelve women's NGOs worked in coalition to carry out a highly regarded women's voter education campaign, "Nas Je Vise" - there are more of us. Election results showed a dramatic increase in the number of women elected to parliament. No information about the change in percentage of women voting was available at the time of the evaluation. Most of the coalition NGOs had worked closely with STAR and the women coordinating the action had received advanced training through Delphi/STAR.
- Seeing the potential for success from joint actions, the "Nas Je Vise" ad hoc coalition was planning a meeting of all groups to decide on the next project for their joint action. The meeting was planned and facilitated completely by local women. The facilitators were to be a leader from Zene zenama and another from Udruzenje Zene, women representing both entities and both trained organizational development facilitators under the Delphi/STAR local resource person development activities.
- Women activists, who received substantial training and encouragement by the Project, provided training for the women in each of the new parliaments to set a context for their work concerning issues important to women, including how to lobby together across party lines. The parliamentarians followed by stating their desire for a women's parliamentary club to support cooperation.
- Buducnost, with a Delphi/STAR subgrant, conducted roundtable discussions throughout the eastern Republic of Srpska for women on women and politics and women's human rights. The public

tribunals were held in 12 towns opened doors to provide information and invite public discussion. A significant result of the work was the inauguration of a women's NGO forum in Bijeljina to support to women members of parliament.

- Three activists who had received advanced training in OD or advocacy by STAR were engaged by OSCE to conduct civil society awareness raising sessions in isolated communities in Republic of Srpska. The women independently reported the incremental steps taken in civil society development by the daring acts of citizens to assemble.
- Three Delphi International projects, STAR, Income Generation Project and the MEET Project, sponsored a conference for women's economic empowerment where women active in the sector articulated and advocate for change in economic policy. The women presented the policy issues to government and international community officials for consideration.
- The NGO Lara sponsored a forum for local women and women politicians on women's issues. At the request of women politicians, another round table was held where male politicians and the media were invited. This opened the dialogues between the community and politicians on issues important to women.

Media Successes

- Delphi/STAR implemented the media element of its workplan by conducting a media needs survey and supporting two media workshops. The aim was to deepen the understanding of the media and strengthen NGOs motivation and skill in using the media as a strategic tool. The workshop content was developed by a team of journalists and women NGO members who had media experience, and led by a Delphi/STAR BiH staffer. The workshops were a highly valued first step by most participants.
- Practicing journalists, most of whom had little or no NGO experience, were sensitized to the role and work of NGOs through conducting the two media workshops. Solid contacts for future cooperation were opened between the journalists and NGO women.
- The independent newspaper Panorama in Bijeljina published 8 monthly editions of an 8-page women's section. The insert presented issues of women's human rights, family violence, feminism, and other issues of importance to women. Women leaders were interviewed and women's NGOs activities were featured. Since Panorama was widely distributed and read in the RS, the women's section had a large reach, and brought issues rarely available for consideration to the attention of the public. The insert brought positive responses from citizens and was requested after it was no longer published when subgrant funds were completed. The publication was supported by a Delphi/STAR subgrant to the NGOs Nada and later Lara.
- Buducnost's STAR sponsored project leaders were able to draw media attention and were invited by the local radio station as guests after the towns public tribunal.
- Women's NGOs reported having increased their public exposure by being interviewed for area newspapers and local radio, holding public tribunes and forums, distribution education pamphlets, holding joint public education and actions, and working with government institutions and civil servants.

Advocacy Workbook

- Delphi/STAR supported the development and publication of the only advocacy material written in local languages. The IPA graduates from the YSS authored the *Public Policy Advocacy: Women for*

Social Change in the Yugoslav Successor States” workbook which contains case studies from NGOs and communities in the region

- The workbook was made available to the public through a media launch, to women’s NGOs by the Project and to women in communities through women’s NGOs. Users of the workbook reported finding it useful in understanding advocacy concepts and steps for advocacy action

The stories represent important steps in developing skills and linkages for carrying out larger, more complex advocacy work. Women leaders have designed and carried out community education which reached into isolated areas with new and politically unwelcomed concepts. NGO leaders facilitated the development of ad hoc coalitions. Individual NGOs worked on issues important to them to gain experience and have successes on which to build future, more challenging actions. NGOs in ad hoc coalitions shared technical knowledge of advocacy and OD, learned lessons of working together, practiced acknowledging and resolving conflict, and built trust with groups across entities. NGOs challenged limiting beliefs about working with local authorities and began to build working relationships around shared issues of concern.

Still the steps do not seem to be fully linked to a solid understanding of strategic and systematic advocacy work. The ability of an NGO to advocate on an issue and use the media effectively comes with a maturity and having clear objectives and experience. The women’s NGOs will continue to need training in systematic advocacy skills (such as strategic planning of a campaign, carrying out an action, and use of media), technical support and mentoring for their actions.

Training in systematic advocacy skills and consultation on developing campaigns can, at the basic level, be provided by the IPA graduates in BiH. The advocacy training team in Croatia, who have more experience than their BiH counterparts, should be seen as a YSS resource for advocacy skill development training. B a B e, the Croatian NGO recognized as YSS leader in women’s advocacy, identifies its role as activism and not skill development and, therefore, provides a resource for campaign development and mentoring.

Delphi/STAR provided a vital role in encouraging and funding advocacy activities and providing advanced advocacy skill development. It is hoped that USAID will continue to provide funding and solid technical support to individuals and women’s NGOs who are poised to develop into solid advocacy organizations.

2 3 3 Issues and Recommendations

2 3 R1 NGO Advocacy Actions

Issue - The step by step process of developing a corps of able NGOs who are positioned to carry out advocacy actions was still in the early stages. Interest has been ignited as the value and role of advocacy have become apparent to NGOs. It would be unfortunate if the advocacy skill development in these generators of citizen support for civil society were not enhanced due to a shift in donor support.

Recommendation - USAID and other donors should support individual women, catalyst NGOs, and informal local and cross-national NGO networks which demonstrate vision and creative localized approaches toward development of citizen action through advocacy.

2 3 R2 Financing Advocacy Campaigns

Issue - Most women’s NGOs do not have experience in planning and budgeting for social change activities linked with their service work. To continue advocacy actions, NGOs would benefit from grants that list advocacy as a valid funding area.

Recommendation - USAID project managers can include advocacy activities as an area for subgrant funding.

2 3 R3 Use of the Advocacy Resource

Issue - Advocacy, carried out in a systematic way, was a new concept to most activists and NGOs. For those gaining an understanding of the concepts and practices of advocacy for the first time, a single training was insufficient.

Recommendation - USAID partners who wish to support NGOs to develop advocacy skills and carry out campaigns need to commit to both skill development workshops and follow-up mentoring which allow participants time to understand the concepts and skills, time to use the skill, and opportunities for mentoring throughout a campaign.

2.3 R4 Use of Media

Issue - The media workshops were carried out at the time that NGOs were ready for the information and skill development. They began the process of demystifying the media. However, discomfort with the media runs high even in stronger groups. Overcoming the lack of assertiveness in approaching the media and fear of public appearance are key to carrying out advocacy campaigns. Practice of media skills with journalists seems to increase confidence and readiness.

Recommendation - USAID, through its ongoing projects, should insure that hands-on skills in strategic, effective use of the media are developed by a wide base of NGOs around BiH.

TOR Questions

- what have been and are the expected benefits of individual and group linkages locally, nationally, regionally and internationally?
- in what ways will linkages and regional cooperation continue without international support?

An outstanding contribution of the Delphi/STAR Project in BiH and the YSS was the development of linkages among women's NGOs across entities and within the YSS. Membership on the Advisory Board was valued for the opportunity it offered to affiliate with STAR and other groups. Linkages among women and groups were encouraged by Delphi/STAR through Advisory Board meetings, issue oriented exchanges, technical workshops, and meetings it convened, sponsored or funded.

Women used these opportunities to share information, build trust, strengthen relationship and discusses joint projects and actions. The successful development of ad hoc coalitions of women for advocacy actions in the areas of women's voter education and domestic violence was a tribute to the linkages among the leaders and the NGOs. Another result was the gradual reduction of fear as witnessed by some Federation women crossing "enemy territory" to attend meetings in the RS.

2 4 1**Strengthening Linkages within BiH**

During the war, BiH women had limited opportunity to have contact with women within BiH and the YSS. The BiH Delphi/STAR Project focused on convening, organizing, and funding activities among women throughout the country. Since the Dayton Accord, the Project concentrated on bringing NGOs together across entities.

Delphi/STAR's strategy to strengthen multi-ethnic working relationships was one of "functional cooperation." In all activities, Delphi/STAR convened a diverse group of women, crossing entity, age, and ethnic groups. Women were gathered around topics of shared interest and not for the express purpose of inter-ethnic exchange. In as much as possible, the activities sponsored by Delphi/STAR modeled cooperation across the boundaries by having mixed group trainers and participants, interpreting of workshops in the languages of participants, translating written materials into local languages, and convening workshops throughout the country.

Over the life of the project, Delphi/STAR financially supported networking activities within BiH including training workshops on organizational development, leadership, and conflict resolution, the development of e-mail skills, the Zene 21 Conference on "Women Transforming Themselves and Society" in 1996, the HCA meeting in Mostar "Room for conversation" in 1997, Medica Zenica's "First gathering of Bosnian SOS Telephones" in 1998 and the "Women in BiH Economy Conference" sponsored by the three Delphi sister projects in 1998. Also during the last year of the Project, the Regional Exchange Program provided opportunities for BiH and YSS women to meet and address issue of specific interest to their groups and an Advisory Board was formed.

Women used these opportunities to share information, build trust, strengthen relationships and discuss joint projects and actions. The successful development of ad hoc coalitions of women for advocacy actions in the areas of women's voter education and domestic violence was a tribute to the linkages among the leaders and the NGOs. Another result was the gradual reduction of fear as witnessed by some Federation women crossing "enemy territory" to attend meetings in the RS.

The Advisory Board was successful as a consultative body to provide a sounding board for program plans and to provide feedback on program activities. It met five times for a day and a half in locations in both entities. Results of the Board included that

- member felt that they had positively influence the content and direction of the Project, making it even more responsive to women's needs

- NGOs learned about the work of other groups, exchanged ideas on issues, built trust, and developed a fledgling 'network' of advocacy oriented women's NGOs
- membership contributed to a sense of security in being linked into the larger network of women's NGOs
- the NGOs proposed to continue to meet, further developing the "network", and were seeking funding

Women's NGOs have made progress in developing linkages and women leaders are in place who have a shared experiences of working together successfully across ethnic boundaries. Still, individuals and NGOs will need many more opportunities to work together, have conflicts and resolve them in order to deepen and solidify their working relationship.

Delphi/STAR provided the safe space needed for growth of relationships among NGOs. However, staff acknowledged that they did not encourage differences of view and experience to surface due to a lack of facilitation skills for addressing conflicts. While there are women talented in conflict resolution, STAR venues rarely provided the opportunity for conflicts to emerge as healthy tools for understanding. It is vital that this space and support be forthcoming from other INGOs to support continued growth.

2.4.2 Benefits of YSS and International Linkages

Delphi/STAR supported linkages among women and NGOs in the YSS through two Delphi/STAR regional conferences, sponsorship of women's attendance at YSS women's conferences, YSS training workshops for advocacy and organization development, and issue oriented exchanges.

During the early years of the project, these were of special importance as they met needs of women leaders to move forward with personal reconciliation as well as moving forward the work of their NGOs. During the later period when the war and reconciliation were not the crucial issues, cross border activities benefited women and NGOs when participants held a common interest and had similar situations or level of expertise so that the activity was relevant.

Issue oriented changes were assessed as particularly valuable for long term cooperation by local women's groups. During year 4, these included:

- linkages between NGOs in BiH, Slovenia, Serbia and Croatia involved in SOS hotlines and domestic violence resulted in BiH NGOs gaining valuable insight into program management and development from experienced YSS NGOs and a commitment to an advocacy oriented "network" of BiH SOS groups
- 45 women in BiH participated in the Regional Exchange Program which linked groups with similar interests for in-depth exchanges. Long term results were not yet evident but an in-depth review of the program can be found in Appendix L. See Appendix M for the List of Realized Exchanges.
- BiH women attended conferences sponsored by YSS women including the Feminist Summer School in FRY, Women in Black Conference in FRY, SOS conference in FRY and War Resisters conference in Croatia. Women's reports from the Women in Black Conference suggest that their understanding of the power of joint action had been transformed by their participation.

Women benefited from the regional reach of the Project in linking individual women and NGOs resources from one country with another. The Project, working intimately in women and advocacy issues in each country, knew women

and their skills and were able to make linkages not otherwise possible. The Project always encouraged women to maintain the linkages themselves once introductions were made, thus ever increasing women's circles of YSS and international support systems. It is important that women had access to electronic mail in order to maintain contacts and to stay current.

Through STAR co-director's own linkages with the US philanthropy and international communities, Delphi/STAR was able to gain entrance for YSS women leaders to Central European, US and international conferences and workshops. Through Delphi/STAR's advocacy YSS women participated in the Vital Voices conference in Vienna, the Beijing Women's Conference, and will participate in 1999 -2000 Global Meeting of Generations of the International Development Conference. These linkages exposed the international community to YSS issues and the capable women who are seeking to address them. They also offered the women participating opportunities to develop linkages which have the potential to reap dividends for years to come.

2.4.3 Prospects for Continuation of Linkages without International Support

The BiH women and were already taking an every opportunity approach to forwarding their joint work. They were already piggy backing joint work for the women's human right survey on other meeting to which they were invited. Women planned to stay updated on advocacy information through printed publications and e-mail. Ongoing technical support from YSS countries was being solicited for domestic violence and advocacy campaign issues. Women saw each other as valuable resources and needed the personal support for carrying on their demanding work.

Obviously, international support will be important to maintain and enrich the relationships. Unlike other countries, exchanges and travel do not seem to be just a free shopping trip or a time to promote the leader's status. Investments made in maintaining linkages which promote learning and friendship across YSS borders will be a positive contribution to civil society development through out the region.

2.4.4 Issues and Recommendations

2.4. R1 Support of Women's Network

Issue - Linkages among women's NGOs promised to continue to be valuable in supporting the development of individual women's NGOs and coalitions and, through them, the development of women's rights, human rights and civil society. Outside funding will be required for this loose "network" of advocacy oriented women's NGOs to grow and stabilize.

Recommendation - USAID partner projects are encouraged to financially support the convening of this "network" and allow it to operate without imposing direction or condition.

2.4. R2 Self Initiated NGO Development Program

Issue - Women's NGOs, through the productive linkages with other YSS groups and the Regional Exchange Program, have demonstrated a mature use of these opportunity to identify a need and to tailor a program which addressed the need. This process put the development of the NGO directly in their own hands. It allowed women to learn directly from each other about issues which most interested them. Most groups do not have the funds to self finance education, nor the mobility to learn from others in the regular course of their work.

Recommendation -See Section 2.2 R2

2 5 Unique Contributions of Delphi/STAR Project and Needs for the Future

TOR Questions

- what has Delphi/STAR uniquely contributed to the development of NGOs and individuals?
- which local partner are most capable and will provide leadership and/or carry out activities on which Delphi/STAR focused?
- in the areas where Delphi/STAR has worked, what are the issues, constraints or other needs not covered by the Delphi/STAR program which subgrantees identify as critical? how should they be addressed in the future?

Delphi/STAR unique contribution to the development of the BiH advocacy oriented women's NGOs are outlined in ten areas below. Women were clear about needs for their future. International project managers can learn from the successes of the NGO-centered, need responsive methods employed by Delphi/STAR in strengthening the Women's NGO community.

2 5 1 Delphi/STAR's Uniquely Contributions

Delphi/STAR made unique contributions to the development of women's NGOs and to individual women. Some of these contributions were unique not necessarily in their content but were named by the women as unique because of the Delphi/STAR approach. Below, find the unique and important contributions of the Project highlighted with references to the more in-depth discussions in the paper and appendixes.

In the 1997 STAR evaluation, the women spoke for themselves in a section called "Delphi/STAR's Contribution to the Development of Individual Women Leaders." The quotes remain a valid representation of women's experiences and are included in Appendix N Women's Voices.

Delphi/STAR's unique and important contributions include

Modeling Multi-Ethnic Cooperation and Valuing Diversity

Delphi/STAR consistently, consciously promoted inter-ethnic cooperation and honored national and ethnic identity. As soon as increased freedom of movement for international organizations between entities was possible, staff traveled to the RS to seek out and develop relationships with eligible women's groups. Written materials and workshop proceedings were translated into the local language whenever possible. Training teams and participant groups were representative of the diversity of national, ethnic, age and urban/rural groups. Activities were staged in both entities. Through these efforts, Delphi/STAR modeled cooperation and valued diversity. See section 2.4 for further information.

Fostering Reconciliation among Women

Delphi/STAR provided unique opportunities, through YSS workshops and exchanges, for YSS women to meet during and after the war. Women described these experiences as deeply moving. Information was shared, boundaries crossed, and prejudices challenged. Women reported seeing their own situations more clearly through the experience of others. Delphi/STAR's work at reconciliation was well timed and responded to women's desire for peace. See Appendix O - Building NGO Organizationally during the War for further information.

Developing Organization Capacity during the War

While the war was on-going, Delphi/STAR co-directors and consultants began working with non-nationalistic, advocacy oriented groups on real issues of NGO development. They provided technical assistance, training, and creating opportunities for networking and reconciliation during the war which was an important contribution to the

NGOs survival and growth By starting capacity building activities during the war, partner NGOs had a head start at being prepared to carry forward the structural and programmatic transformation processes that were required to operate under the new funding conditions of the post war period See Appendix O - Building NGO Organizationally during the War for further information

Providing Encouragement

Of greatest value for many women was the genuine encouragement provided by Delphi/STAR staff Statements from women included, “they gave women courage and hope,” “STAR provided support with faith,” “communications was not cold or disinterested,” and “they were always there to listen and help ” This very personal support, while sometimes feeling exclusive to those who were not part of the STAR circle, helped Project staff and women to develop a depth of communication which resulted in women feeling that the complexities of their worlds were appreciated if not fully understood

Building Programs the were Needs Responsive, not Donor Driven

Women credited Delphi/STAR with hearing or seeing women’s needs and building programs based on the needs Leaders expressed frustration with other donors who spoke about partnership but did not operate with them in respectful ways A healthy sign of the level of development of the women leaders was their recognition of the power relationships and unwillingness to forgo their own mission and wisdom for donor driven approaches

Strengthening Linkages among Women’s NGOs

By consciously balancing all activities and opportunities across entities, convening women for meaningful activities, allowing time for personal exchange and seeking to have BiH women facilitate learner-centered activities, the Project provided opportunities for women leaders to get to know each other, share information, and develop trust Women credit Delphi/STAR with strengthened the relationships and linkages between individual women and women’s NGOs See section 2 4 for further information

Flexible Funding

Delphi/STAR was recognized as one of the few international donors who provided flexible funding to support operational, not just project, costs This strategy can be credited with allowing the “breathing space” for two, now strong, anchor groups to get established and leverage ongoing funding Funds were also provided as needs evolved for conferences, training and meetings which advanced the overall work of the women’s NGO advocacy actions in domestic violence and women’s human rights See section 2 2 3 for further information

Support of Advocacy Development

Delphi/STAR set the stage for advocacy work among the women’s NGOs Through Delphi/STAR’s training and encouragement in advocacy, a collection of women activists and women’s NGOs have begun to develop skills in public policy advocacy and capacity to carry out ad hoc coalitions for the social change The development of advocacy skills, while not yet systematic or strategic, has added to NGOs aspirations and potential for effectiveness See section 2 3 for further information

Support of Women, Women’s Development and Women’s Rights

Delphi/STAR understood and accepted women s issues and needs as valid and distinct They understood feminism and honored the many ways that women defined and lived feminist ideals This open environment supported women in developing their own consciousness and articulating their own beliefs in gender equality and women’s rights It supported NGOs to stand for women’s rights and support women s issues in a society where women are second class citizens

Publications in Local Languages

Women leaders, Delphi consultants and staff authored three valuable and unique publications, *STAR International Funding Guide*, *Public Policy Advocacy*, *Women for Social Change in the Yugoslav Successor States* and *E-mail and Internet Guide*. All publications were translated into the major local languages and distributed widely.

2.5.2 Local Groups Positioned to Provide NGO Leadership

Three NGOs who were supported by the Delphi/STAR project have demonstrated skills in supporting other NGOs and saw this as part of their mission. They are Zene zenama in Sarajevo, Udruzenje Zene in Banja Luka and Medica Infoteka in Zenica. These groups were repeatedly named by other women leaders as those they perceived as strong and able.

The NGOs worked in both service and advocacy. They had track records of diversifying funds, working well with donors and other NGOs, and being invited to participate/coordinate/facilitate activities for multiple donors. While each has areas of weakness, they all had developed organizational structures that evolved as their mission and worked changed. Still, all could easily be overwhelmed by too high a demand for their services.

It is important to recognize that none wished to be seen as an “intermediate” or anchor NGO. Instead, they prefer to carry out their own programs well and to partner with other groups in coalition on other activities. In fact, an element of their strength was to understand the need to partner with and support the growth of other organizations.

It is important that donors capitalizing on the capacities of these groups recognize three things:

- the groups are competent and perform well in real partnership with international organizations. Paternalistic or manipulative management of relationships by donors will be unacceptable.
- funds for all requested projects need to include operation and fixed costs and should begin to include costs of benefits for key staff.
- talent women who provide leadership and training for others will need to continue to develop more advanced skills. Their on-going skill development should be supported.

There are individual women who have performed well but whose NGOs are not yet organizationally mature. These individuals and their groups should also be supported as an important network of women’s NGOs who are capable of being catalysts for bringing women in as partners in the development of civil society.

2.5.3 Needs Women’s NGOs see for the Future - Recommendations

The women interviewed express a loss at the closure of the Delphi/STAR Project. While the women’s NGOs are more able to move forward on their own than those in neighboring Macedonia, the loss was more keenly felt. Their feelings were most powerfully expressed by this comment:

It is like when Tito died. We do not know what will happen to us. We hope that the outcome is not that bad.

- prominent women activist

Following are a list of needs that women identified for future support. They are not necessarily issues that the Delphi/STAR project did not address. Instead, they represent work either not completed at the time of the Project closure or activities that the women would like to see continued.

Convening Women’s NGOs around Issues Important to Them

Delphi/STAR was credited with recognizing “what to support - whether ideas, groups or individuals” by women leaders. Women knew that if they had a emerging need or opportunity, Delphi/STAR would understand and had a flexible funding mechanism to respond. As one woman leader said: “we are living very fast. We need to be able to

meet, think together and respond ” Women’s groups have proven their effectiveness in managing their own workshops and meeting It would be useful for them to have a wise, knowing and flexible resource who could support the convening of women’s NGOs for functional cooperation Women have proven skilled in conducting their own conferences and prefer them to international conferences because there is greater opportunity for networking and real exchange of information

Women’s Network

There is a loose linkage among the many of the women’s advocacy-oriented organizations Some women, including those who participated on the Delphi/STAR advisory board, would like to strengthen these links into a “network” The Croatia model, where the Project provided the moral support and finance for convening the network, would be an appropriate approach to follow The network would then be owned by the women and the process of developing it could be an empowering one

Relationship with New Donors

Women’s NGOs recognized their relationship with Delphi/STAR as rare in the relative equality of the “partnership” Equally they recognized and resented “false, unequal partnerships” with other donors Comments about other donors included “they treat us like cheap slaves,” “we are not equal but under them in every sense,” and “they do not respect our understanding of our own situation, they do not live here, we do not want cooperation at any cost ” NGOs have matured to the point where they desire and work well in respectful, transparent, equitable relationships with donors It was the hope of the women that new donors would be willing to learn from them and develop genuine trust and relationships

Development of Less Mature Women’s NGOs

A few more mature women’s groups include support and development of other women’s NGOs as part of their mission Development of other NGOs is not a project, but an ongoing activity As such, it has no beginning and no end NGO’s carrying out this work need a funding mechanism that supports this function

Advanced Training for Local Resource Persons

Local resource persons will need advanced training if they are to continue to support the growth of the NGO community It may be possible to link BiH women with their Croatian counterparts for advance skill training within the YSS Additionally, these women need to be electronically linked into the international network of information

Conflict Resolution Capacity

Just below the surface of the cooperation and congenial relationships, feelings remain unresolved about the “enemies” of the war Delphi/STAR admitted that as a staff team they were not prepared to address these issues as they arose As the collaboration among women’s groups expands, conflicts, either due to issues of war or growing competition among groups, will need to be acknowledged and resolved This work can be done with local facilitation but donors and project managers need to position themselves to support this process

International Support for Freedom of Movement

Women expressed a high value and continued need for the safety provided by the international umbrella, especially as they take greater risks in working outside their own communities and entities on increasingly more contentious advocacy issues

Continued Advocacy Skill Development

The step by step process of developing a corps of able NGOs who are positioned to carry out advocacy actions was still in the early stages Some women’s leaders knew enough to know that there was much more to know The women were seeking technical assistance from B a B e and among their own ranks There is an immediate need to

deepen and broaden systematic knowledge of advocacy skills to enhance opportunities for greater success of coalition building and advocacy actions

Future Advocacy Actions

Women expressed interest in advocacy work on the rights of women and children, human rights, NGO tax laws, women and politics, domestic violence, education of women parliamentarians

Addressing Family Violence

Women's NGOs have included in their missions the reduction of family violence through service activities and advocacy. Women's NGOs embrace the issue for self healing and the healing of society. Statements reflecting their views were

We need to shift our energy from the enemy outside to the enemy inside

We need to survive Peace '

Addressing family violence needs to be seen by the international community in the broad context of NGO coalition building and gaining credibility in the public arena. Women's NGOs have well used their domestic violence work as a tool to develop respectful, cooperative relationships with police, social welfare, health, and judicial authorities. Women across entities and in the YSS have used their joint work to develop trusting relationships and have the potential to stand publicly in coalition for women and children's rights.

It was unclear where continuing financial support for this advocacy work would be obtained. International donors were interested in principle but did not necessarily link this to funding activities. The international community should see support of women's NGOs working on domestic violence, linked with continued support for skill building in advocacy, as a path for developing civil society and strengthening and broadening the women's NGOs to eventually take on more contentious issues.

3 Issues and Recommendations for USAID

With the closure of the Delphi/STAR project, women's NGOs lost an ally and advocate for women and the issues which affect their lives. Delphi/STAR had facilitated the development of women as leaders and given them tools to play constructive roles in the development of civil society. NGOs found that most other donors did not intuitively understand or easily accept the need or value of women-focused development or projects, making justification of projects difficult or impossible. Most women's NGOs were not positioned to compete for international grants or learning opportunities in this area. For them, the closure of Delphi/STAR leaves a gap in creative personal and moral support and in funding for small, community focused projects important for women.

The issues and recommendations which follow are targeted to address some of these gaps.

2.2 Delphi/STAR Contribution to NGO Organization and Financial Sustainability

2.2 R1 Support of Women in the Development of Civil Society

Issue - Delphi/STAR understood and accepted women's issues and needs as valid and distinct. Women's NGOs reported that this understanding was not universal among USAID partners and other donors.

Recommendation - USAID is encouraged to continue its support of women and ensure that women's and gender issues are well understood and honored as valid project areas by its project managers.

2.2 R2 Funding Mechanisms

Issue - NGOs need flexible, timely, needs-responsive funding mechanisms which are targeted to address self-identified, non-project needs.

Recommendations - To address NGOs maturing program and organizational needs, USAID and its partners may offer a variety of funding mechanisms, including:

- encourage NGOs to build technical assistance into project and program budgets. In this way, a healthy and transparent process would be established where NGOs choose needed resources from the market.
- contract local technical support resources to provide technical assistance upon the request of affiliated NGOs.
- establish a flexible, matching grant fund which NGOs could access for specific needs such as technical assistance, advocacy actions, ad hoc meetings of interest groups, self-initiated education, and attendance of conferences.

2.2 R3 Continued Skill Development for Resource Persons

Issue - Resource persons and their mentors indicated a need for deepening technical, training, facilitation, and consultation skills as well as a need for on going mentoring. The only YSS resource identified to support this continued learning process were the Croatian OD and advocacy teams, who have a deeper experience base than their BiH counterparts but not more technical knowledge.

Recommendation - Activists who continue to provide quality consultation and training to the NGO community should be supported to enhance their skills, enabling them to provide advanced skill development. This could potentially be done in cooperation with Croatian advanced training activities.

2.2 R4 Effectiveness of Resource Persons who Continue as Activists

Issue - Delphi/STAR has been credited with developing existing talent to provide advocacy and OD services instead of building parallel resource structures. Thus, resource persons are active in their own NGO work. There is a concern that they will become exhausted trying to keep pace with demand or that their NGO work will suffer.

Recommendation - USAID may wish to observe the evolution of the resource persons and the consequences of their multiple commitments on the individual members and their work to determine if this approach to resource development was valid.

2.3 Setting the Stage for Advocacy and “Success Stories”

2.3 R1 NGO Advocacy Actions

Issue - The step by step process of developing a corps of able NGOs who are positioned to carry out advocacy actions was still in the early stages. Interest has been ignited as the value and role of advocacy have become apparent to NGOs. It would be unfortunate if the advocacy skill development in these generators of citizen support for civil society were not enhanced due to a shift in donor support.

Recommendation - USAID and other donors should support individual women, catalyst NGOs, and informal local and cross-national NGO networks which demonstrate vision and creative localized approaches toward development of citizen action through advocacy.

2.3 R2 Financing Advocacy Campaigns

Issue - Most women's NGOs do not have experience in planning and budgeting for social change activities linked with their service work. To continue advocacy actions, NGOs would benefit from grants that list advocacy as a valid funding area.

Recommendation - USAID project managers can include advocacy activities as an area for subgrant funding.

2.3 R3 Use of the Advocacy Resource

Issue - Advocacy, carried out in a systematic way, was a new concept to most activists and NGOs. For those gaining an understanding of the concepts and practices of advocacy for the first time, a single training was insufficient.

Recommendation - USAID partners who wish to support NGOs to develop advocacy skills and carry out campaigns need to commit to both skill development workshops and follow-up mentoring which allow participants time to understand the concepts and skills, time to use the skill, and opportunities for mentoring throughout a campaign.

2.3 R4 Use of Media

Issue - The media workshops were carried out at the time that NGOs were ready for the information and skill development. They began the process of demystifying the media. However, discomfort with the media runs high even in stronger groups. Overcoming the lack of assertiveness in approaching the media and fear of public appearance are key to carrying out advocacy campaigns. Practice of media skills with journalists seems to increase confidence and readiness.

Recommendation - USAID, through its ongoing projects, should insure that hands on skills in strategic, effective use of the media are developed by a wide base of NGOs around BiH.

2.4 Benefits of Linkages to Women's NGOs

2.4 R1 Support of Women's Network

Issue - Linkages among women's NGOs promised to continue to be valuable in supporting the development of individual women's NGOs and coalitions and, through them, the development of women's rights, human rights and civil society. Outside funding will be required for this loose "network" of advocacy oriented women's NGOs to grow and stabilize.

Recommendation - USAID partner projects are encouraged to financially support the convening of this 'network' and allow it to operate without imposing direction or condition.

2.4 R2 Self Initiated NGO Development Program

Issue - Women's NGOs, through the productive linkages with other YSS groups and the Regional Exchange Program, have demonstrated a mature use of these opportunity to identify a need and to tailor a program which addressed the need. This process put the development of the NGO directly in their own hands. It allowed women to learn directly from each other about issues which most interested them. Most groups do not have the funds to self finance education, nor the mobility to learn from others in the regular course of their work.

Recommendation - See Section 2.2 R2

2.5 Unique Contributions of Delphi/STAR Project and Needs for the Future

2.5.3 Needs Women's NGOs see for the Future - Recommendations

The women interviewed express a loss at the closure of the Delphi/STAR Project. While the women's NGOs are more able to move forward on their own than those in neighboring Macedonia, the loss was more keenly felt. Their feelings were most powerfully expressed by this comment:

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Convening Women's NGOs around Issues Important to Them

Delphi/STAR was credited with recognizing "what to support - whether ideas, groups or individuals" by women leaders. Women knew that if they had an emerging need or opportunity, Delphi/STAR would understand and had a flexible funding mechanism to respond. As one woman leader said, "we are living very fast. We need to be able to meet, think together and respond." Women's groups have proven their effectiveness in managing their own workshops and meetings. It would be useful for them to have a wise, knowing and flexible resource who could support the convening of women's NGOs for functional cooperation. Women have proven skilled in conducting their own conferences and prefer them to international conferences because there is greater opportunity for networking and real exchange of information.

Women's Network

There is a loose linkage among the many of the women's advocacy-oriented organizations. Some women, including those who participated on the Delphi/STAR advisory board, would like to strengthen these links into a "network." The Croatia model, where the Project provided the moral support and finance for convening the network, would be an appropriate approach to follow. The network would then be owned by the women and the process of developing it could be an empowering one.

Relationship with New Donors

Women's NGOs recognized their relationship with Delphi/STAR as rare in the relative equality of the "partnership." Equally they recognized and resented "false, unequal partnerships" with other donors. Comments about other donors included "they treat us like cheap slaves," "we are not equal but under them in every sense," and "they do not respect our understanding of our own situation, they do not live here, we do not want cooperation at any cost." NGOs have matured to the point where they desire and work well in respectful, transparent, equitable relationships with donors. It was the hope of the women that new donors would be willing to learn from them and develop genuine trust and relationships.

Development of Less Mature Women's NGOs

A few more mature women's groups include support and development of other women's NGOs as part of their mission. Development of other NGOs is not a project, but an ongoing activity. As such, it has no beginning and no end. NGOs carrying out this work need a funding mechanism that supports this function.

Advanced Training for Local Resource Persons

Local resource persons will need advanced training if they are to continue to support the growth of the NGO community. It may be possible to link BiH women with their Croatian counterparts for advance skill training within the YSS. Additionally, these women need to be electronically linked into the international network of information.

Conflict Resolution Capacity

Just below the surface of the cooperation and congenial relationships, feelings remain unresolved about the "enemies" of the war. Delphi/STAR admitted that as a staff team they were not prepared to address these issues as they arose. As the collaboration among women's groups expands, conflicts, either due to issues of war or growing competition among groups, will need to be acknowledged and resolved. This work can be done with local facilitation but donors and project managers need to position themselves to support this process.

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Continued Advocacy Skill Development

The step by step process of developing a corps of able NGOs who are positioned to carry out advocacy actions was still in the early stages. Some women's leaders knew enough to know that there was much more to know. The women were seeking technical assistance from B a B e and among their own ranks. There is an immediate need to deepen and broaden systematic knowledge of advocacy skills to enhance opportunities for greater success of coalition building and advocacy actions.

Future Advocacy Actions

Women expressed interest in advocacy work on the rights of women and children, human rights, NGO tax laws, women and politics, domestic violence, education of women parliamentarians.

Addressing Family Violence

Women's NGOs have included in their missions the reduction of family violence through service activities and advocacy. Women's NGOs embrace the issue for self healing and the healing of society. Statements reflecting their views were

We need to shift our energy from the enemy outside to the enemy inside

We need to survive Peace

Addressing family violence needs to be seen by the international community in the broad context of NGO coalition building and gaining credibility in the public arena. Women's NGOs have well used their domestic violence work as a tool to develop respectful, cooperative relationships with police, social welfare, health, and judicial authorities. Women across entities and in the YSS have used their joint work to develop trusting relationships and have the potential to stand publicly in coalition for women and children's rights.

It was unclear where continuing financial support for this advocacy work would be obtained. International donors were interested in principle but did not necessarily link this to funding activities. The international community should see support of women's NGOs working on domestic violence, linked with continued support for skill building in advocacy, as a path for developing civil society and strengthening and broadening the women's NGOs to eventually take on more contentious issues.

WORKPLAN FOR DECEMBER 1, 1997 - NOVEMBER 30, 1998
THE STAR PROJECT OF DELPHI INTERNATIONAL
BOSNIA AND HERZEGOVINA

Activities

I PUBLIC POLICY ADVOCACY

- A 2 Bosnian IPA graduates form advocacy training team
- B 3 advocacy training team planning meetings
- C 3 advocacy workshops for 10 participants Advocacy campaigns organized by region or by issue
- D Advocacy training team travels to 10 local NGOs to develop campaigns aimed at influencing local government and involving the media
- E 10 site visits by local trainers to improve women's NGOs skills and access to media for advocacy Convene media training team with women from print, radio, video and television Media training team will strengthen women's NGOs skills in message development and dissemination
- F Advocacy material development

II SUSTAINABILITY. ORGANIZATIONAL DEVELOPMENT AND FINANCIAL MANAGEMENT

- A 1 Democratic Leadership workshop for 30 women with Stephanie Clohesy and 2 local co-trainers
- B 1 leadership and organizational development training-of-trainers by Stephanie Clohesy for local co-trainers
- C 10 site visits for individual consultations on organizational development issues
- D Workbook in local language on organizational development and leadership for local groups
- E 5 Financial management site visits to local NGOs
- F Organizations interested in microcredit cooperate with Delphi International's Microcredit Education and Empowerment Training (MEET) Project and are included in an association of microcredit institutions

III LINKAGES- NATIONAL AND REGIONAL

- A BiH Advisory Board 4 times per year to provide input and evaluation into the STAR Project and ensure that the needs of local NGOs are being met, creates a forum for inter-entity cooperation
- B Exchanges Women with particular interests visit NGOs in the region to share ideas and methods
- C Second regional advocacy conference for women from the Yugoslav Successor States

IV SUBGRANTS

- A 10 subgrants for issue-oriented campaigns throughout Bosnia and Herzegovina

Appendix A

Appendix B

SUMMARY OF DELPHI/STAR MIDTERM EVALUATION

In 1996, the Mid-term Evaluation reviewed all eight projects under Project 0016. The Delphi/STAR Project was acknowledged as differing from other projects in its potential for substantial outreach through its emphasis on communication projects, e-mail training and wide ranging networking, which was expected to reach women's groups and, through the group, to families and the community.

Delphi/STAR was seen as "the strongest among the eight grantees in asserting that women should be viewed and treated not as victims but also as survivors, family and community leaders, and eventually, policy makers."

In addition, Delphi/STAR was recognized as one of four organizations identified as "seed planters (those who attempt to bring about far-reaching changes by working within existing structures)." Delphi/STAR was also recognized as one of two organizations contributing to peace through the development of civil society through advocacy.

The evaluation noted that Delphi/STAR had no previous experience managing USAID contracts and, while this had caused difficulties, Delphi/STAR staff had managed to develop effective financial management systems. The evaluators advised Delphi/STAR to continue to develop skills in making the approach and work of the project understood to the donor and the larger community.

The evaluators observed that "dramatic under-staffing should be more crippling than it is" in carrying out effective projects in three diverse countries. They credited the co-director's knowledge of local and regional culture, politics, ethnic issues, and pre-war government and economic systems as valuable in expediting efficient project implementation.

Recommendations for all 0016 projects included encouraging greater collaboration among groups, clarification of objectives, improving evaluation skills to look at effects of activities, and seizing opportunities to realize greater short term effect and long-term impact.

Specific recommendations for Delphi/STAR included

- focus on its existing objectives for the remainder of the grant period rather than seeking ever-new horizons
- continue and expand the process of women's empowerment through media to provide women with sources of support and information sharing
- reexamine its models to determine the level at which staff members assume responsibility for project activities and project evaluation
- work with grantees to delineate the ultimate aim of activities and make an effort to verify achievements

Appendix C

FINAL EVALUATION of

THE STRATEGIC TRAINING FOR ADVOCACY AND RECONCILIATION (STAR) PROJECT

Cooperative Agreement, EUR-A-94-0070-00
(formerly No EUR-0016-A-00-4070-00)

managed by Delphi International

part of the

Trauma and Humanitarian Assistance for the Former Yugoslavia Project (180-0016)
sponsored by the United States Agency for International Development

September 1994 to October 1997

Evaluators Waneen Polly
Marina Skrabalo

November 1997

EXECUTIVE SUMMARY

The Strategic Training for Advocacy and Reconciliation Project (STAR), implemented by Delphi International, was one of the eight grantees under the Trauma and Humanitarian Assistance for the Former Yugoslavia Project sponsored by USAID. The three year project was carried out in Croatia, Bosnia-Herzegovina (BiH) and the Former Yugoslav Republic of Macedonia (Macedonia) with USAID funds and the Federal Republic of Yugoslavia (FRY) with private funds.

To support additional activities in the region including the Federal Republic of Yugoslavia, STAR expanded the network of donors and activists linked to the area as well as raising over \$500,000 in private funding in three years for projects and leadership development.

The project was designed to support emerging, indigenous women's organizations and women leaders in their capacity to develop sustainable, democratic, non-governmental organizations (NGOs) which were to serve as advocates for building civil society. Delphi/STAR was to provide support through encouragement, technical assistance, training and provision of subgrants. Areas targeted for support included networking for social change, organizational development, women's health, self-financing and micro-enterprise development, and citizen participation and democracy building.

STAR successfully supported the development of targeted NGOs and women leaders and can be credited with significantly contributing to the overall sustainability of this loose network of women's NGOs. STAR identified 51 non-nationalistic, advocacy-oriented women's organizations in the three USAID funded countries, 33 of these groups received STAR subgrants.

STAR employed a participatory, needs-responsive approach to project planning and implementation. This resulted in STAR project focus and technical assistance appropriately evolving as NGO partners and STAR matured and the social/political conditions and NGO environment changed. In addition, STAR's 'partnership' approach to working with NGOs was seen by many NGOs as a model for other international NGOs to follow.

Each USAID country office expressed overall support for the STAR project. Concrete evidence of this support was demonstrated by the Croatia mission's award of a grant for a fourth year for the project, the extension of the cooperative agreement for Macedonia and BiH, and an expansion of the project with USAID funds in FRY.

The STAR project significantly contributed to the overall sustainability of partner women's NGO in the areas of support of NGOs during the war crisis period, organizational and financial sustainability, network-building for social change and enhancing capacity for long-term local technical assistance. STAR also effectively supported the development of public policy advocacy capacity of partner NGOs. The STAR project can be credited with clearly contributing to the development of the NGO sector in each country in three aspects of the ENI Bureau NGO Sustainability Index, organizational capacity, financial viability, and advocacy.

STAR's support of partner NGOs during the wars was an important contribution to partner NGOs' survival and growth. By starting capacity building activities during the war, partner NGOs were better prepared to carry out the structural and programmatic transformation processes required to operate under the new funding conditions of the post war period. While the impact of STAR support will be evidenced in the medium-term viability and contributions of participant NGOs and leaders, it appears that investing in NGO organizational strengthening during the crisis period can contribute to establishing a base for the development of civil society following the secession of conflict.

STAR significantly contributed to the potential for financial sustainability of partner NGOs. Many NGOs who participated in STAR's subgrant program or received self-financing technical assistance were better able to manage project funds, to realistically make and appraise business plans and to access a broader resource base. Thirty percent of NGOs funded by STAR subgrants increased their sustainability by applying for and receiving additional grants from European donors and US private funding sources as well as local community and government contributions.

STAR's work in the area of organizational development may be its most direct contribution to the development of sustainability of partner NGOs. STAR addressed critical organization and leadership issues of NGO leaders as they arose through a series of excellent workshops. Leaders reported applying newly acquired skills and models to develop more effective organizations. Partner NGOs sought and received tailor-made assistance in mediation of conflicts and organizational management which allowed the organizations to address potentially crippling problems and move forward.

On the whole, STAR sponsored subgrants contributed to organizational sustainability. Subgrant projects strengthened individual NGO's credibility in their communities by addressing community needs. Some NGOs, through these activities, positioned themselves to serve as advocates and activists for issues of women's health, reconciliation, women in politics, and issues of local importance. Of special note, was STAR's timely financial and technical support of projects which provided effective vehicles for trust-building among women, and in divided communities, served as models, and often first experiences, of citizen action for reconciliation.

STAR did not create women's networks for social change, much to its credit, it did, however contribute significantly to strengthening and broadening the network of non-nationalistic, advocacy-oriented women's NGOs in each country. The growth and deepening of the linkages between NGOs locally, nationally, regionally and internationally was a clear STAR contribution to the overall sustainability of women's NGOs.

With an eye on the long-term local provision of technical support to less developed women's NGOs, STAR strengthen the capacity of local trainers/consultants and expanding the range of services NGOs were qualified to deliver. This approach was seen as effective and was valued by local NGOs and consultants. While STAR made a clear contribution to development of locally sustainable capacity building, it is important to note that of the 51 NGOs listed by STAR as network NGOs, only four, three from Croatia and one from BiH, were positioned to provide technical assistance to other NGOs in the network through STAR subgrants and qualified local consultants had limited availability to provide external consultation.

In the third year of the project, public policy advocacy was explicitly position as a central initiative for NGO capacity development. While public policy advocacy was successfully carried out by local NGOs prior to STAR involvement, STAR's contributions could be seen in the development of a cadre of local leaders and potential leaders who had enhance skills in public policy advocacy. There was greater general understanding of the meaning and effectiveness of advocacy as a global civic tool for social change. In addition, there was an increase in partner NGOs who were supporting or carrying out local public policy advocacy actions.

Areas of the STAR project that were underdeveloped included monitoring and evaluation in all areas, management information and documentation systems, STAR team development and field staff mentoring, and serving as an advocate for women's NGOs and related policy in each nation's international development and government communities.

The concerns raised by partner NGOs can be summarized as issues of transparency in operation, clarity of communication and problem solving, and formalization of processes and policies. STAR has recognized and begun to address these issues through development of a field policy and procedure manual and changes in management structure and systems for the fourth year of the project.

Recommendations for STAR Project Extension

Even with the tenacious energy of many of the NGOs and the solid contribution of the STAR Project, the work of the supporting women's NGOs to be sustainable, effective players in the development of civil society is far from over. There will continue to be a place for an evolving portfolio of STAR support for a period in each country. It is the hope of the evaluation team that the STAR project can negotiate secured support from USAID and other donors to complete the essential elements of the work before closing the project.

Key recommendations for the STAR Project's extension follow:

STAR need to model the practices of organizational management, transparency, leadership, group facilitation, advocacy and conflict resolution that STAR promotes in its training workshops for NGO partners. To enhance effectiveness, STAR should consolidate staff experience and articulate refined approaches in grant management and project development, especially in the areas of micro-enterprise and health, which address the changing needs of the maturing women's groups. STAR staff should be provided with opportunities to enhance their skills in these areas.

In order to expand partner NGOs' access to resources for long term sustainability and influence the evolution of the NGO sector, STAR needs to articulate its role as an international NGO and to position itself in the international community in each country. STAR needs to ensure that country staff enhance or obtain skills required to represent STAR and advocate for STAR partner NGOs in governmental and international circles.

While STAR's informal monitoring processes may have been adequate for determining strategies and directions in the past, maturation of NGOs and the addition of country level staff teams make the formalization of the monitoring and evaluation systems a requirement for the program. STAR staff need to

be comfortable and competent at monitoring and evaluating their country programs, and in supporting NGOs in the development of ongoing monitoring and project evaluation skills

Given the effectiveness of training workshops, issue-oriented exchanges, and regional conferences as a mechanism to enhance leadership skills, build networks for social change and contribute to reconciliation, donors should continue to support these activities if STAR and the women leaders believe that a specific agenda would benefit from being carried out in a local or regional forum

As STAR's focus and approach to public policy advocacy have generated and enriched local advocacy work and contributed to regional cross-fertilization, the continuation of the program both on national and regional level is a logical next step. STAR has shown commitment to the adaptation of American-based advocacy skills and tools to local conditions and should continue to support this action as well as to support NGOs in considering the culturally closer European models

STAR needs to better record advocacy processes and outcomes so that it can document the contributions to the development of civil society building by women's NGOs and use this to advocate for support of women's projects with the international community

STAR has managed grants effectively and should, since local women's NGOs are not yet positioned or desirous of the task, continue to manage a fund portfolio. However, STAR must formalize its subgrant evaluation process, document subgrant results and model the evaluation process to NGO partners

USAID should streamline its grant approval procedures to a support a cost effective, time efficient, country level process

NGO financial sustainability support should continue to be part of the full portfolio for STAR's future work. However, each country's economic environment and the limitations of NGOs are serious constraints to effectiveness of micro-enterprise ventures in the short run. Therefore, STAR should focus its efforts on activities that empower NGOs to be effective in fundraising internationally and locally

If STAR chooses to work in the area of micro-enterprise as part of the advocacy mandate, STAR must provide a more clear and coherent economic empowerment program based on the lessons learned from past experiences and current local and global trends. STAR should access qualified technical resources to carry through such a program, through contracts with local resources and linkages with economic empowerment projects

If donors are interested in identifying models for effective transformation of NGOs created in crisis to the post war situations, STAR's work should be looked to for examples

In Macedonia, STAR needs to include conflict resolution as key part of its portfolio of activities, seeking to engage the Advisory Board and other prominent women leaders in strategic planning, and to build local resources for long-term mediation support

As part of the STAR exit strategy and in its work with the international community, sustainable systems for compensation for capacity building services rendered by one NGO or individual for another need to be developed. STAR needs to identify resource NGOs and consultants who are interested and available to carry out more central roles in long-term NGO network support and support these groups and individuals

Since the consultation role is new to many STAR supported consultants, professional ethics need to be discussed, clearly articulated and agreed upon by groups and individuals providing and receiving support through STAR

Appendix D

TERMS OF REFERENCE

BOSNIA I HERZEGOVINA FINAL PROJECT EVALUATION

9 - 21 November 1998

The overall goal of the Delphi/STAR Project was to build and develop the capacity of Bosnian women's NGOs. Addressing the following key areas will clarify the degree to which Delphi/STAR was successful in identifying and developing the capacity of non-nationalistic, democratic, advocacy-oriented women's NGOs. Suggested areas of inquiry follow each key area.

NGO Financial and Organizational Sustainability

- of Delphi/STAR's grantees, in what ways has Delphi/STAR contributed to the development of these NGOs, especially in this last grant cycle?
- what are the groups' perceptions of their current level of financial and organizational sustainability and prospects for the future?
- in the areas where Delphi/STAR has worked, what are the issues, constraints or other needs not covered by the Delphi/STAR program which subgrantees identify as critical? how should they be addressed in the future?

Subgrant Cost Sharing

- in what ways have NGOs met their cost share obligations?
- what was the value of cost-sharing for organizational development and financial sustainability?

Advocacy

- how has Delphi/STAR helped to set the stage for advocacy work in BiH?
- what are the "success stories" of the Delphi/STAR supported NGOs in the area of advocacy?

Regional and National Cooperation and Linkages

- what have been and are the expected benefits of individual and group linkages locally, nationally, regionally and internationally?
- in what ways will linkages and regional cooperation continue without international support?

On-going Support for Women's NGO Development

- what has Delphi/STAR uniquely contributed to the development of NGOs and individuals?
- which local partner are most capable and will provide leadership and/or carry out activities on which Delphi/STAR focused?

Appendix E

Delphi/STAR BiH MATERIALS REVIEWED

Project Subgrant Proposals and Interim Reports

Biser / Travnik - 98 proposal and interim report
Budocnost / Modrica - 98 proposal
Lara / Bijeljina - 98 proposal
Nada / Bijeljina - interim report
Medica Zenica - Infoteka - 98 proposal and interim report
Medica Zenica - Infoteka/research - 98 proposal and interim report
Medica II / Zenica - proposal
Prijatelice / Tuzla - 98 proposal and interim report
Udrusenje Gradanki Zene Zenama /Sarajevo - 98 proposal and interim report
Udrusenje "Zene BiH" / Mostar - 98 proposal and 2 interim reports
Zene Sa Une / Bihac - 98 proposal

Delphi/STAR Publications

*Public Policy Advocacy Women for Social Change in the Yugoslav
Successor States
International Fundraising Guide*

Delphi/STAR Reports and Papers

Advisory Board meeting minutes - July
Advocacy Candidates - Funding Request
Advocacy Report by Kathleen Sheekey
Collaboration Workshop Evaluation
Exit Strategy
Media workshops evaluation and survey
MoR Workshop Facilitators Communication and Internal Evaluation
Report of the Meeting of Women in Politics
Regional Exchange Program reports and application process
Resource Mobilization - Fundraising Issues in Training Workshop outline
Staff Meeting Agenda (Jan) and minutes April and October
STAR Tracks - Winter 1997, Summer/fall 1997

Others

Bosnian NGO Foundation	"The Third Sector in Bosnia-Herzegovina - Survey" October 1998
Helsinki Citizen's Assembly	"Dayton - Continued in Bosnia Herzegovina" Publication Series 13
Hyatt, Jenny, with Cooper,	<i>From transition to development the non-profit sectors of</i>

Libby and Knight, Barry	<i>Central and Eastern Europe</i> Charities Evaluation Service March 1998
Kvinna till Kvinna	Kvinna till Kvinna Evaluation 1998
Medica	"Surviving the violence - war and violence against women are inseparable" Bulletin January 1996
Stubbs, Paul	"Social Reconstruction and Social Development in Croatia and Slovenia the role of the NGO sector" Abstract, Summary and Research Report for the Economic and Social Committee for Overseas Research of the Overseas Development June 1996
Udruzene Zene	"The Importance of Women's Participation in Politics' No 2
USAID Reports	1998 December NGO Sustainability Analysis

Appendix F

Delphi/STAR BOSNIA-HERZEGOVINA EVALUATION CONTACTS LIST

Sarajevo

Delphi/STAR - BiH

Cressida Slote, Country Project Coordinator
Nedzma Džananović, Project Assistant, IPA participant

USAID - Bosnia-Herzegovina

Jim Hope, Program Information Officer
Mirnesa Bajramović, Program Assistant

Delphi Int/MEET Project

Leesa Wilson, Project Manager

World Vision

Susan Fertig-Dykes, Manager for Civil Society Initiatives &
Human Resource Development

WHO

Gunila Backman, Program Officer

Zene Zenama

Jadranka Milicević, group co-leader
Selma Hadžihalilović, group co-leader, Advisory Board
Nuna Zvizdić, group co-leader, OD trainer

Banja Luka

Helsinki Citizen Assembly
(HCA)

Aleksandra Petric, IPA participant and advocacy trainer

Udruženje Zene
(United Women)

Nada Golubović, group leader, OD trainer
Mirjana Lukac
Lana Jajčević
Bozana Lepić
Aleksandra Stegić

Bijeljina

Lara

Radmila Zigić, group leader, editor Panorama newspaper
Mara Radovanović, Advisory Board, IPA participant and advocacy trainer

Brčko

Office of the High
Representative (OHR)

Robert William (Bill) Farrand, Deputy High Representative
Sasha Crijns, Human Rights Officer Regional Office North

Gornji Vakuf/Uskoplje

Federalna zena

Nermina Jukić, group co-leader

Modrica

Association of Citizens
“Budućnost” (Future)

Gordana Vidović, group leader and politician, Advisory
Board

Mostar

Zene BiH Mostar

Azra Hasanbegovic, group leader
Semska Catic

Zenica

Medica Infoteka

Duska Ruzicic-Andric, project leader
Rada Stakic-Domuz, project deputy leader, IPA participant and
advocacy trainer
Meliha Hubic, OD trainer, Advisory Board
Holly Peele, consultant for research and development
Belma Kovac, coordinator for networking
Nasiha Sehic, media monitor
Jaca Balta, research assistant
Sabina Spahic, research assistant

Medica 2

Zilka Hadilhajdic, project manager

Women in BiH Economic Conference

American Business

Women International (ABWI)

Fran Close, Chief Executive Officer and conference keynote

BOSPO

Nejra Nalic, group leader

Women for Women

Manuela Dobos

Malteser Livno

Alisa Loncar

Malteser Bihac

Britta Schweighofer

Fondacija Nova Bosna

Sadzida Sarajlic

MPDL

Monica Seoane
Anja Simic

Regional Programs

Delphi/STAR

Allison Campbell, Program Administrator
Jill Benderly, Regional Director

Advocacy Institute

Kathleen Sheekey, Co - Director

Consultants

Vesna Terselic, organisation development trainer
Marina Skrabalo, evaluation trainer
Lael Stegall, former Delphi

Appendix G

Delphi/STAR BiH EVALUATION FIELD TRIP ITINERARY

November 9, 1998, Monday

Zagreb - BiH Schedule preparation with Delphi/STAR Croatia
Arrive Zenica

November 10, 1998, Tuesday

Zenica Future Role of Women in BiH Economy - Delphi/STAR conference

November 11, 1998, Wednesday

Zenica Future Role of Women in BiH Economy

November 12, 1998, Thursday

Sarajevo Delphi/STAR BiH and Regional

November 13, 1998, Friday

Sarajevo USAID
WHO
Zene Zenama

November 14, 1998, Saturday

Mostar Zene BiH Mostar

November 15, 1998, Sunday

Brcko Office of the High Representative

Bijelina Panorama and Lara

November 16, 1998, Monday

Modrica Association of Citizens 'Buducnost'

November 17, 1998, Tuesday

Banja Luka Udruzenja Zene

November 18, 1998, Wednesday

Sarajevo

Advocacy Book Promotion
Delphi/STAR BiH

November 19, 1998, Thursday

Zemica

Medica II
Medica Infoteka

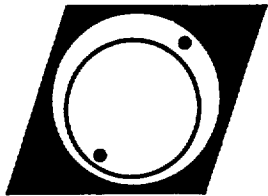
Sarajevo

Zene zenama

November 20, 1998, Friday

Sarajevo

Delphi/STAR BiH
USAID



Strategies, Training and Advocacy for Reconciliation

1015 18th Street, N W, Suite 1000 Washington, D C 20036

Telephone (202) 898-0950 Fax (202) 842-0885 E-mail laelsci@erols.com

BiH Sarajevo 71000, Obala Kulina bana 4, E-mail csloze@aol.com, Telephone 387 71 207 090 Fax 387 71 201 612

MACEDONIA Skopje 91000, Bulevar VMRO 1-5, E-mail starmk@unet.com.mk Telephone 389 91 220 959 Fax 389 91 130 223

CROATIA Zagreb 10000 Kneza Mislava 11, E mail delphi international@zg.tel.hr, Telephone 385 1 46 12 409, Fax 385 1 46 12 428

FRY Belgrade 11000, Nušiceva 3/II, E mail starbg@snet.yu, Telephone 381 11 32 27 601, Fax 387 11 33 40 404

The STAR Project of Delphi International

List of Non-Nationalistic, Advocacy-Oriented Women's Organizations

BOSNIA AND HERZEGOVINA

SARAJEVO

Zene Zenama

Contact Jadranka Milicevic, Nuna Zvizdic, Selma Hadzihalilovic

Address Hamdije Cemerlica 25

Tel/Fax 387-71-524-353

E-mail zenezenama_sa@zamir-sa.ztn.apc.org

Zene Zenama was formed in 1997 to provide counseling for women re-adjusting to life in Sarajevo, networking links with other women's NGOs in Bosnia and the former Yugoslavia, and workshops in women's human rights, violence against women, and women's health issues

Zena 21

Contact Nurdzihana Dozic

Address Cumurija 6

Tel/Fax 387-71-472-515 or 205-949

E-mail zena21_sa@zamir-sa.ztn.apc.org

Sarajevo-based women's magazine and club of professionals and activists Monthly magazine spotlights profile individual women and advice from medical, legal and psychological experts Currently prints 5,000 copies a month

GORAZDE

Anima

Contact Mediha Kamenica
Address Kulina Bana 2
Tel 387-73-224-019

An organization formed to support women's initiatives in Gorazde. The group opened a women's club and plans to conduct income-generating activities and courses in computer training and English for women in the area.

GORNJI VAKUF/USKOPLJE

Federalna Zena

Contact Nermuna Jukic or Pavka Zuljevic
Address Branitelja Domovine, Uskoplje
 Bratstva Jedinstva, Gornji Vakuf
Tel/Fax 387-79-265-483

Activities have included a "Women Educating Women" project in the divided community of Gornji Vakuf/Uskoplje aimed at re-building contacts that existed before the war. The project provided conflict resolution training to young girls and a series of health information campaign for girls and women within the community. The project also supported skills training in management, accounting, fundraising, computers, and marketing. Currently, Federalne Zene is implementing a legal assistance project.

MOSTAR

Zena BiH

Contact Azra Hasanbegovic
Address Trg Ivana Krndelja 3
 88000 Mostar
Tel/Fax 381-78-550-339

Originally established by Bosnian women refugees in Croatia in 1993, Zena BiH offers psycho-social support, computer training, and income generating opportunities for war traumatized displaced women and former women detainees in Mostar. In 1997, Zene BiH started a free legal advice telephone hot-line for women.

BANJA LUKA

Udružene Zene Banja Luka

Contact Nada Golubovic or Lidija Zivanovic
Address Novice Cerovica 28
 78000 Banja Luka

Tel/Fax 381-78-36-328

United Women of Banja Luka was formed in August 1996. Activities include a "Women and Law" project that provides free legal assistance, and a project entitled "Women Today" which hosts open seminars on women and politics, HIV/AIDS, relations between the sexes, ecology, and drug use.

Zenska Akcija Vidra

Contact Aida Bogdan, Slobodanka Milasinovic
Address Veselina Maslese 1
Banja Luka
Tel/Fax 381-78-185-34
E-mail vidra@inecco.net

Vidra works to improve women's economic status through income-generating projects and education, and provides psycho-social assistance to women.

BIHAC

Zene s Une

Contact Hatidza Pecenkovic
Bihacskih Branilaca 13A
77000 Bihac
Tel/Fax 387-77-229-401

Zene s Une engages in democracy building through radio and TV shows that focus on human rights, women's rights, and civil society.

BIJELJINA

Lara

Contact Mara Radovanovic
Address UI Srpske Vojske 143
Tel 381-76-402 661

Founded in 1998, the organization publishes a women's section of the alternative newspaper "Panorama" in Bijeljina, and plans to be actively engaged in the promotion of women's participation in politics.

Femina

Contact Milica Peric
Tel 381-76-472-255

Started in February 1997, Femina has provided counseling services for victims of domestic violence, computer training for women, income-generating projects and microcredit loans.

LIVNO

Li-Woman

Contact Emira Alic
Address Ul Obrtnicka bb
80101 Livno
Tel 387-80-202-166 or 202-009

Li-Woman was formed for women of all nationalities to overcome problems related to war (unemployment, marital problems, and separation from family members) Activities currently include psychosocial help, educational workshops and trainings, and public tribunals

SANSKI MOST

Krajiska Suza

Contact Almira Selimovic
Address 17 Viteske 1
79000 Sanski Most
Tel 387-79-86-633

Krajiska Suza runs a kindergarten for 40 children and hosts support groups for traumatized women run by specialists trained at Medica Zenica They offer English courses, work therapy, legal advice, and employment opportunities for women Currently, Krajiska Suza is organizing public discussions and radio programs on issues related to women's social, political and economic status

TUZLA

BOSFAM

Contact Munira Hadzic
Prvog Maja Street 1
75000 Tuzla
Tel 387-75-250-066
Fax 387-75-251-668
Email bosfamtz@zamor-tz ztn apc org

A women's association in Tuzla that has engaged in advocacy work with women from Srebrenica Projects include computer training classes and income generating activities

BOSPO

Contact Nejra Nalic
Rudarska 72
75000 Tuzla
Tel 387-75-283-247, 281-394
Fax 387-75-283-429
Email BOSPO_TZ@zamor-tz ztn apc org

Established in 1996, BOSPO provides support to refugees and displaced women in the Tuzla area through projects in psychosocial support, microcredit financing, and information dissemination

Vive Zene

Contact Jasmina Ovcina
Address Mitra Trifunovica Uce bb, Miladije
75000 Tuzla
Tel 387-75-213-386
Fax 387-75-281-648

Vive Zene was established three years ago to provide intensive psychotherapy, shelter, and educational opportunities for women and children displaced from Srebrenica

Prijateljice

Contact Alma Dzinic
Address 17 septembra 13
75000 Tuzla
Tel/Fax 387-75-250-626

In November 1996, with German, Swiss and Italian cooperation, women in Tuzla founded a psycho-social and healthcare center for women and children. Activities have broadened to include a children's group, girl's group, educational courses, and SOS telephone. A recently funded project organizes public discussions on violence against women with doctors, lawyers, police, Tuzla-based NGOs and citizens interested in publicizing and educating about this issue.

MODRICA

Buducnost

Contact Gordana Vidovic
Address Milosa Crnjanskog bb
74480 Modrica
Tel 381-74-880-200
E-mail gocav@EUnet.yu

Formed in 1997, Buducnost provides legal advice and has implemented agricultural income generating projects and plans to host public discussions to engage residents of Modrica in the community.

ZENICA

Medica Zenica

Contact Duska Andric Ruzic, Rada Stakic-Domuz
Address Mokusnice 10
72000 Zenica
Tel 387-72-37-104

Fax 387-72-414-685
E-mail medica_ze@zamir-sa ztn apc org

The Women's Therapy Center Medica Zenica is an independent non-governmental women's organization that began its work caring for traumatized women and girls in April 1993
Medica Zenica's Infoteka is a public information, training and advocacy center for women and women's NGOs in the region

Center of Legal Assistance for Women

Contact Jasmina Dzumhur
Address Kulina Bana 9
72000 Zenica
Tel/Fax 387-72-22-049
E-mail CPP_Z@zamir-tz ztn apc org

The legal center provides free legal services to the Zenica community. The center has also hosted conferences on "Legal Service NGOs and the Media" and "Women as Politicians, Politicians as Women."

Revised November 16 1998

STAR BiH 1997/98 Timeline

	Dec-97	Jan-98	Feb-98	Mar-98	Apr-98	May-98	Jun-98	Jul-98	Aug-98	Sep-98	Oct-98	Nov-98	Dec-98
Organizational Development													
1st MoR workshop			X										
2nd MoR workshop							X						
Advocacy													
Collaboration Workshop			X										
Advanced Workshop w/K Sheekey				X									
Workshop w/Aleksandra and Rada on Advocacy				X									
Media Workshops										X		X	
Women's Economic Conference												X	
Advocacy Workbook Promotion												X	
Violence Prevention	X	X	X	X	X								
WHO Violence Prevention Conference						X							
Subgrants													
Prijatelice				X	X	X	X	X	X	X	X	X	
Medica Zenica Infoteka				X	X	X	X	X	X	X	X	X	
Zene Zenama				X	X	X	X	X	X	X	X	X	
Buducnost								X	X	X	X	X	
Nada						X	X	X	X	X	X	X	
Zene BiH Mostar									X	X	X	X	
Biser Travnik									X	X	X	X	
Zene S Une Bihac									X	X	X	X	
Medica 2											X	X	
Lara Bjeljuna											X	X	
Linkages													
Advisory Board	X					X		X		X			X
Exchanges													
Vidra exchange							X						
SOS Conference Podgorica FRY							X						
Summer Feminist School FRY									X				
Women in Black FRY									X				
War Resisters in CRO										X			
Prijatelice to MAC												X	

Appendix I

Appendix I

Appendix 5

Delphi International/STAR Project USAID-funded Subgrants 1994 - 1998

Years 1 - 3 Subgrants

#	Group	Location	Project	Amount	Dates
1	Medica Zenica	Zenica	Infoteka	\$ 24,655	Oct 95 - Jul 96
2	Medica Zenica	Zenica	Infoteka	\$ 20,000	Oct 96 - Jul 97
3	Zene 21	Sarajevo	Women's newspaper	\$ 40,000	Jun 95 - Jun 96
4	Zene 21	Sarajevo	Women's newspaper	\$ 30,000	Oct 96 - Oct 97
5	Federalne Zene	GV/Uskoplje	Women's health education	\$ 10,000	Jan 97 - Aug 97
6	Zene Zenama	Sarajevo	Women's NGO start-up	\$ 15,000	Apr 97 - Aug 97
7	HCA/Mostar Youth Center	Mostar/Sarajevo	Women's conference	\$ 5,800	Jul 97 - Aug 97
8	Udružene Zene	Banja Luka	Operating costs	\$ 3,500	Aug 97 - Sep 97

Year 4 Subgrants

9	Prijatelice	Tuzla	Domestic violence roundtables	\$ 9,915	May 98 - Nov 98
10	Medica Infoteka	Zenica	Publication, Advocacy	\$ 10,000	May 98 - Nov 98
11	Zene Zenama	Sarajevo	NGO support, politics	\$ 10,000	May 98 - Aug 98
12	Buducnost	Modrica	Women and politics	\$ 9,653	Jul 98 - Nov 98
13	Nada	Bijeljina	Publication of women's section	\$ 3,384	May 98 - Sep 98
14	Biser	Travnik	Women's Center	\$ 7,871	Aug 98 - Nov 98
15	Zene BiH	Mostar	SOS and Advocacy	\$ 5,780	Aug 98 - Nov 98
16	Zene Sa Une	Bihac	Radio shows	\$ 6,034	Aug 98 - Nov 98
17	Medica 2	Zenica	SOS Conference	\$ 7,764	Sep 98 - Nov 98
18	Lara	Bijeljina	Publication of women's section	\$ 5,400	Oct 98 - Nov 98

Total Years 1 - 3 \$ **148,955**

Total Year 4 \$ **75,801**

Total Year 1 - 4 \$ **224,756**

Appendix 5



DELPHI INTERNATIONAL

STAR Project

Strategies, Training and Advocacy for Reconciliation

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FRY Belgrade 11000 Nušiceva 3/II E mail starbg@eunet.yu Telephone 381 11 32 27 601 Fax 387 11 33 40 404

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Appendix L

THE DELPHI/STAR REGIONAL EXCHANGE PROGRAM

The Regional Exchange Program was a new program of the Delphi/STAR Project in 1998. It sought to "support the establishment of cooperative program links among the region's NGOs"

List of Realized Exchanges is Appendix M

Through this flexible program, Delphi/STAR offered women the opportunity to learn directly from other NGOs who had successful projects underway or to participate in each other's conferences. Transforming experience into concrete results will take time and were not yet evident at the time of the evaluation. However, women's reports of their experience were full of visions of the possible and practical ideas that could enrich their own programs.

The Exchange Program consisted of exchanges of activists to groups within their own country or the YSS, visits between in-country groups, and internships to education programs and conferences. More than 40 exchanges and internships with more than 80 women participating were supported (the final number not yet available from the Delphi/STAR Project because the FRY exchanges are not completed.)

Funding for the new program came from a variety of sources. A private funder provided \$2000 per country to start the Exchange Program. Delphi/STAR used these funds to leverage additional funds from USAID, the Shaler-Adams Foundation and other private donors. Delphi/STAR, seeing that YSS women were organizing their own conferences, canceled plans for a Delphi/STAR regional conference and supported local efforts by reassigning Delphi/STAR funds to cover women's participation in YSS initiated conferences.

Responsibility for initiating the exchange lay with individual applicants and NGOs who offered to host. Each participant was responsible for exchange budgeting, logistics, and reporting. Delphi/STAR matched and negotiated exchange requests, paid cost for travel, food, accommodation and visas.

The evaluator spoke with thirteen women who had participated in exchanges and to six groups who had hosted exchanges in Croatia, Macedonia, and BiH. The FRY exchange Program was scheduled for review in February. Additionally, written reports were reviewed. Delphi/STAR had not done its own summary and review of the Exchange Program at the time of in-country evaluation.

Participants reported that the visits had been valuable. Many believed they had established linkages that would assist them in their future work. Examples of exchanges follow:

- A Croatian woman visiting Bosnia was encouraged to see how the coalition of women's NGOs which educated women about women's voting rights resulted in more women candidates being elected and how people living in difficult circumstances help each other.
- Croatian exchanges resulted in a group gaining guidance on proposal writing and fundraising, and built links for further assistance.
- Groups working with refugees and returnees exchanged information on legal issues and processes that would help the other.
- Bosnian women who attended the Women in Black gathering in FRY gained an understanding of the power of coalition and saw the impossible, standing publicly for your beliefs, as possible.
- Macedonia women visiting the Split Breast Cancer Club learned how to raise funds from local businesses and provide support services for clients.
- A Roma lawyer from Macedonia saw mechanism for institutionalizing legal services to disadvantaged communities in a legal support office which is one part of a highly effective Bosnian NGO.

- A Croatian women's group working in domestic violence, who was well established internationally but had limited local linkages, used the opportunity to establish professional contacts with groups carrying out similar work in Zagreb. This also linked the group into a YSS network of those working on domestic violence.
- A Bosnia woman visited a FRY SOS hotline, later using her contacts in the FRY to provide training for many of the SOS hotlines in BiH. The trainers from FRY, Croatia and Slovenia, donated a portion of their honoraria as seed money for the planned next meeting of the BiH SOS Hotline groups.

In cases where the participant's objectives were clear and matched with the host NGO's program, visits were reported as effective. Difficulties arose when the host NGO demonstrated a lack of normal hospitality due to what appeared to be ethnic prejudice and when the host NGO was less mature than the visitor's own group.

Appendix N

STAR's Contribution to Development of Individual Women Leaders from the Final (Year Three) Evaluation, section 2.8

Based on interviews with women and the STAR evaluation questionnaires, STAR's programs and approaches to women contributed to individual women leaders' skills, self-confidence, political awareness, community status and sense of being connected with other women from the region and internationally

Skill Development

NGO leaders and members reported gaining skills, the development of which some women attribute to STAR's programs, including leadership, facilitation, public presentation, non-violent communication, financial management, grant writing, training of others in advocacy, program development, and strategic thinking. Below are examples of women's experiences

Skill Development Credited to STAR

- Quotes from women leaders and groups members

"I gained a lot from STAR. I gained experience in terms of very basic skills - how to budget, how to work with people, how to do training with women. I also gained willingness to work in this field."

A young Bosnian woman, currently an INGO program manager who worked as STAR staff when she was a refugee in Macedonia

"Four years ago we would not have been able to do this work because we literally did not know how to listen to others. We still need workshops organized by STAR to work on our communication and tolerance of others."

- A Bosnian advocacy trainer who started her work in a women's NGO as a translator

Leadership training provided me with an opportunity to see what kind of a person I am and what problems I have as a leader. They contributed to my self-understanding.

A Bosnian Project Leader

"A husband of one of our members of the inter-ethnic co-operation project in Eastern Slavonia visited one of our meetings. He was surprised that we were apparently able to communicate democratically, listening and respecting each other. He said that he and other men he knew were not able to do it and expressed a wish to join us."

- A group leader from Osijek

"Had it not been for Delphi/STAR, I would not be where I am now in my life. I just got a job to run the first Roma Human Rights Center in Macedonia. 90% of such an outcome can be attributed to the skills I gained thanks to my participation in IPA Training for which I was selected by STAR. STAR knows how to spot out and stimulate quality."

- A young Roma leader from Macedonia

"At the Regional Conference on Hvar, I attended a workshop on advocacy for women's health. The last day we were asked to write a project proposal for an idea of our own. We were given 30 minutes to do it. As project proposal writing and program development are highly mystified in all organizations and only one woman is usually considered knowledgeable, that exercise gave me a great sense of security and confidence that I was able to do it myself. I feel competent to design a small project myself and send it to any foundation."

- A journalist and activist from Sarajevo

"STAR played a crucial role in enhancing financial management skills of the Women's Club Pakrac. In a small, destroyed, ethnically still divided, xenophobic town in Western Slavonia, a woman is running a public panel discussion on abortion. It is remarkable and highly unusual. The leader of Women's Club has advanced her skills incredibly in the course of the last three years. She negotiates with funders on her own. She learned English. She is openly politically engaged in peace and women's issues. She is a great

facilitator and conflict manager Some of it is her own willingness and talent but also there is contribution of STAR other training and general support of other women "

- Various women leaders from Croatia

"On Hvar the workshop on political advocacy was very useful We were pushed to think and present our knowledge to others We also facilitated the workshop We were not degraded to persons who can only be taught by international women

- An established civil leader in Bosnia

STAR helped me personally I m the leader and I guide the group STAR guides me It has saved us ten years in time it would have taken us to develop

- Leader of a rural group in Macedonia

The women's voices confirm that acquisition of new skills stimulated women leaders' self-confidence and sense of power in influencing their social environment

Leadership and Political Awareness

A major obstacle to social action has been, in the view of many women from different post-Yugoslav countries, resistance on the part of women activists to recognize their work as political Traditionally, political action has been reduced to political party and Government politics Since political parties and the politics of national leaders were often seen as a central causes for the hatred that fueled regional conflicts, women have been seeking paths different from the social mainstream and are exploring new definitions of political action

Similarly, leadership has been associated with power relationship and behaviors which women did not wish to emulate In the absence of knowledge and experience with alternative models, women often did not recognize the potential nor the benefits of leadership

Women s acceptance of political action and leadership as tools they can employ to achieve alternative political and social agendas is a key shift in thinking and behavior that can contribute to the process of building civil society and democracy in the region Some women shared their experience of overcoming their misgivings about politics and leadership The quotes following reflect STAR's contribution to this process

Accepting Leadership and Political Action as Tools

- Quotes from women leaders during field interviews

"Through STAR Leadership training I and other women managed to overcome our resistance and sense of dependence on politics We started thinking in different terms and about different issues "

- An activist from Banja Luka Republic Srpska BiH

"I remember the first meeting of the Advisory Board Jill mentioned politics and I screamed immediately Move politics away from me!" We were at that time all frightened to speak out In the meantime we have grown "

A Croatian activist

"I always related leadership to politics It took me half an hour at a seminar to stop rebelling against such a notion later I took it seriously because I finally understood what it really meant "

- An activist from Sarajevo

'At a women's human rights training maybe there were three of us who knew what women's human rights were It was helpful to me to understand the course of events and that my energy invested in this kind of work will be of use and benefit to my grand- daughter "

A journalist activist from Sarajevo

I was in the US (on the women and politics program) and saw women s NGOs who had been fighting for 20 years for rights I realized that I am not alone in my thoughts I am not an alien There are other women like me

A Macedonian political activist

Community Respect, Self-Confidence and Credibility

Women reported that their organizations and, therefore, they themselves, have gained respect, confidence and credibility in their communities. Single mothers felt this respect had a positive impact on their children. STAR's support, both technical and through subgrants, has contributed to the growth and success of these organizations.

Gaining Self-Confidence, Community Respect and Credibility

- Quotes from women leaders and members

"It is most important to become aware that a woman can succeed that she can lead a group that if a man can do it a woman can do it too. There is a great dependence on men in our society women ask for permission to act so STAR training e.g. leadership and all the contacts and exchange of information and support are of great value."

- A group leader from Osijek

I have support from young people and male friends. I always felt equal to my male friends. Now the men say I am leading them. They are afraid for me. I don't care what (group) I am in (or if they send me out of the group). We are all nothing. I can work (with the youth) as nobody.

- Youth leader in Macadonia

Seven years ago women who were not married were seen as whores. We needed to show this town that we were equal with married women. We needed to show that we were strong and show by our work what we could do in the interest of women, the community and citizens. We feel the respect of the community by a greater number of women joining - we now have 20 or 30 married women. Our name was accepted and it is easier to find sponsors for our work. The effect on the children is that we tell them the truth so they do not have to feel ashamed. We talk a lot about our kids and make them feel special.

- Leader of a group that has many single mothers in Macadonia

Regional Links and Networks

Empowerment which is closely related to the change of attitudes and acquisition of skills is also linked with the establishment of connections between women from different areas of ex-Yugoslavia, whose societies have been at war or in conflict with each other. STAR had a clear commitment to building in-country and regional networks of women who are showed readiness to meet the "other side" despite fear of the contact and disloyalty to one's own side. Such opportunities were appreciated by the women.

"At the regional conference in Struga while the war was still going on in Bosnia I met women from Serbia for the first time (since the beginning of war). I was delighted by their way of thinking. It was truly important to me. I did not know they existed."

- A Sarajevo journalist

"I will never forget a sentence of a woman from the Republic Srpska that she and other women experienced great anxiety and fear of the first encounter ever with women from the Federation and that anxiety and fear dissolved five minutes into the encounter. We also manage to exchange authentic information as many of us did not know what was happening on the other side for real due to the fact that media are just a huge propaganda machine."

- A journalist from Sarajevo

The dialogue between Zagreb and Belgrade feminists sponsored by STAR in 1995 was the first time for us to really have a deep dialogue as opposed to the "road visits" - the show that usually happens when you need to represent a nice picture to internationals. How despite the war we get along. It was really meaningful."

- An established feminist and group leader from Zagreb

"The conflict resolution training organized by STAR was my first encounter ever with the notion of conflict which was not automatically negative. For the first time I actually communicated with Macedonian women. It did not happen immediately and it is of course not enough. Lots of mistrust exists but I felt I could communicate with them. That seminar made a deep impact on me."

- An Albanian activist in Macedonia

One aspect of STAR's democratic leadership approach to local women's NGOs has been to view NGOs as groups of individuals who all brought their personal histories and future hopes into the co-operation with STAR. Such acknowledgment of the person, not only the project or idea, enabled STAR to facilitate processes which had impact on women as growing individuals. While STAR efforts were inter-related with women networking on their own, other seminars, and in-group support, the evaluation shows that local women acknowledged STAR as a force to be credited with making a significant contribution to individual women's empowerment.

Based on the information gained through this evaluation, it can be suggested that respect and readiness to assist individuals in their development as leaders seems to be an effective element in the development of local capacity for building civil society.

Recommendation

USAID should regard the individual development of local partners as a relevant indicator of a capacity building project's success.

Delphi/STAR BiH REALIZED EXCHANGES

NAME	ORGANIZATION	HOST ORGANIZATION
Senja Zulcic	Medica-Zenica	SOS – Podgorica
15 women from Vidra	Vidra Banja Luka	Federalna zena – GV/Uskoplje
5 women from Buducnost	Buducnost - GV	Federalna zena – GV/Uskoplje
Emina Dervisovic	Zene zenama	SFS and WIB
Sanja Vuksa	Udružene zene	Summer Feminists School
Jovanka Ivkovic	Udružene zene	Summer Feminists School
Arijana Catovic	Medica	SFS and WIB
Aisa Dzuvelek	Medica	SFS
Slavica Popovic	Udružene zene	Women in Black
Jadranka Milicevic	Zene zenama	WIB
Vesna Sehic	Kom za lj prava	WIB
Marija Belovic	Nevesinje	WIB
Envera Dzemic	Anima	WIB
Milka Ivankovic	Info centar BL	WIB
Mirjana Penava	Forma F	WIB
Azra Hasanbegovic	Zena BiH	WIB
4 NGO Leaders		War Resisters – CRO
2 SOS Volunteers	Buducnost	Aut Women's Center FRY
Alma Dzanic, Sladjana Cosic	Amica – Tuzla	Macedonia NGOs

Appendix O

Support of NGOs through the War Crisis Period - Building Local Capacity during War and Bridging into the Post War Period - from the Final (Year Three) Evaluation

STAR's support of non-nationalistic, advocacy-oriented NGOs through encouragement, technical assistance, training, and creating opportunities for networking and reconciliation during the wars was an important contribution to the NGOs survival and growth. By starting capacity building activities during the war, partner NGOs had a head start at being prepared to carry forward the structural and programmatic transformation processes that were required to operate under the new funding conditions of the post war period.

STAR project designers recognized from the projects conception that there were immediate needs to support indigenous women's groups to ease the stresses created by demands of their work and lack of organizational structures. The STAR Project Technical Proposal to USAID in 1994 described the NGO situation, based on STAR's needs assessment conducted earlier in the year, in this way:

However their (the NGOs) self-assessments indicate that the crisis conditions under which they provide services have left their organizations exhausted and unable to strengthen their internal structures. The groups themselves lack tools to solve their internal problems and conflicts. They desire organizational support and training on every level: proposal writing and financial management, leadership development, creative problem solving, coping with burn out, using electronic communications effectively, preparing training manuals and documenting their work.

STAR conducted training in all project areas, held a regional conference and awarded its first sub-grants before the war ended in BiH. On the basis of interviews and activity reviews, as well as direct experience with the women's groups in Croatia and Bosnia- Herzegovina, STAR's support in beginning to address the issues identified above was valued by leaders and contributed to the maintenance and growth of groups during the war.

In times of crisis, stronger groups had no energy, time and capacity to support smaller ones as they were overwhelmed with their primary work. STAR provided support to smaller groups that was crucial for their survival.

- Women's leader, Croatia

*"Meeting with other women gave me hope, ideas and strength to continue."
- Group Leader, BiH*

*We would not have survived without support from STAR.
Leader, Croatia*

Starting the project with such bold intentions and minimal project experience was a great challenge. A STAR staff member described the first year as chaotic. The STAR Year One Annual Report acknowledged, "The first year was marked by many challenges, some accomplishments, and abundant lessons learned."

Still, by starting its work during the war, STAR developed a knowledge of the needs and status of the women's NGOs in each country, established trusting relationships with leaders and group members, tested and refined technical assistance and workshop formats and content, worked through its own organizational growing pains, and developed and refined its own organizational systems and subgrant procedures.

With these lessons learned and bridges built, STAR was positioned to respond quickly and effectively to changes in the political and, therefore, organizational environment. Examples include responding to new conditions in Eastern Slavonia by awarding subgrants focused on reconciliation, and supporting communication, joint projects and modeling of cooperation between RS and the Federation as soon as the Dayton Agreement was signed.

While the proof will be in the long term contributions of individuals and groups supported by STAR, it appears that investing in NGO organizational strengthening during the crisis period can contribute to establishing a base for the development of civil society following the cessation of conflict. If donors are interested in identifying models for effective transformation of NGOs created in crisis to the post war situations, STAR's work should be looked to for examples.